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CHILD WELFARE WORK IN CALIFORNIA

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First Orphan Asylum on the Pacific Coast. Founded, 1851
San Francisco Protestant Orphan Asylum, San Francisco. (See p. 87)

CHILD WELFARE WORK IN CALIFORNIA

A STUDY OF
AGENCIES AND INSTITUTIONS

BY
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NEW YORK
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PREFACE

THIS volume is a contribution to the fund of facts now being gathered in regard to child-helping in the United States. It describes the agencies and institutions of the state of California devoted to the care of dependent, delinquent, and defective children. The book is one of a series specially prepared to present and illustrate the types of institutions and methods of service used in behalf of such children in various commonwealths of the nation.

Three volumes in this related group are by the same author—the present volume, Child Welfare Work in California; one previously published, Child Welfare Work in Pennsylvania, with its supplement, A Child Welfare Symposium; and one nearly ready for the press, Child Welfare Work in Washington. The fourth volume of the series, by Miss Florence Lattimore, will describe the child-caring agencies of Maryland.

Child Welfare Work in California is both a descriptive survey and a manual of reference, adapted to the needs of social workers and all those who are interested in children's charities. It contains a very complete list of the child-caring agencies and institutions of the state, with brief textual narratives and extended statistical tables. To insure ready reference, a special register is provided following the table of contents, in which the institutions are listed alphabetically by location, with the page and table where the descriptive text or the statistics may be found, and the index at the close of the book includes direct reference to the institutions by their names.

The writer gladly acknowledges his indebtedness to many social workers in California for assistance in gathering the materials for this book. The former secretary of the state board of charities and corrections, W. Almont Gates, and the present incumbent of that office, Stuart A. Queen, were especially helpful. Others, including various state officials at Sacramento, rendered very valuable service both in general suggestions and in personal assist-

ance. All of these, and many more who can not be definitely named or even alluded to, are gratefully remembered.

Three principal difficulties militated somewhat against exactness in details and accuracy in statistics: First, the lack of uniform records, indeed in some cases the absence of any records worthy of the name; second, the fact that many institutional officers failed to recognize the need of exact and accurate reports if their institutions were to be fairly and adequately represented; third, this research by exterior and unofficial parties, additional to numerous local and state efforts to obtain information, found some officials weary with much inquiry, and a few suspicious lest the reports in some way should be used to their disadvantage. Nevertheless, it is believed that in the main the descriptions, estimates, and statistics very closely approximate institutional conditions, property values, and the child welfare work actually done.

The introductory chapter by Dr. Hastings H. Hart presents a comparative study of California and other states, and a terse résumé of present conditions and tendencies.

The summaries and special comparative tables reveal many facts heretofore unknown. The chapter on Child-placing in Families is a significant review of this important subject. That on California Foster Homes will convince any doubters as to the good quality of many families applying for children. The Symposium of Executive Opinion shows both the ideas and the spirit of many leading California social workers. The Suggestions and Recommendations of the final chapter outline many ways to improve present conditions. The illustrations visualize some of the principal institutions. The whole, we trust, will make clear to all readers the present excessive institutional provision for the welfare of dependent, delinquent, and defective children in the state of California.

WILLIAM H. SLINGERLAND.

NEW YORK CITY, October, 1915.

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2	Juvenile detention homes	10	3	57
3	Child-placing agencies	7	3	71
4	Nonsectarian orphanages and homes	30	3	90
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6	Catholic orphanages and homes	21	3	119
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GLOSSARY OF ABBREVIATIONS

Chdn.	Children
Co.	County
Congr.	Congregate
Cott.	Cottage
Del.	Delinquent
Dep.	Dependent
Disch.	Discharge
Exp.	Expense
Fam.	Family
Inf.	Infancy
Inst.	Institution or institutions
No.	Number
Recep.	Reception
Rec'd	Received
Ret.	Returned
Supvn.	Supervision
Yr.	Year

ALPHABETICAL REGISTER OF AGENCIES AND INSTITUTIONS

EXPLANATION

1. The agencies and institutions in this list are arranged alphabetically by location; in the index (pp. 237 ff.) they are given alphabetically by name.

2. All of the agencies and institutions are given separate mention in the text. The statement concerning each will be found in the chapter preceding the table where the statistics are detailed.

3. The first reference is to the page of the text where the agency or institution is described; the second is the number of the table in which its statistics are recorded; the third is the page where that table, or the first section of its set, appears. If not tabulated the page reference is only to the account in the text.

No.	Location and name	Descriptive text	Table	
			No.	Page
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1	California Girls' Training Home . . .	44	1	47
	Anaheim, Orange Co.			
2	St. Catherine's Orphanage	107	6	119
	B			
	Bairdstown, Los Angeles Co.			
3	Hillcrest Rest Cottage	125	..	..
	Bakersfield, Kern Co.			
4	Kern County Children's Shelter . . .	76	4	90
	Berkeley, Alameda Co.			
5	Charity Organization Society	169	..	..
	C			
	Chino, San Bernardino Co.			
6	California George Junior Republic . .	45	1	47

No.	Location and name	Descriptive text	Table	
			No.	Page
	E			
	Eldridge, Sonoma Co.			
7	Sonoma State Home	42	1	47
	Eureka, Humbolt Co.			
8	Juvenile Detention Home	55	..	..
	F			
	Fresno, Fresno Co.			
9	Fresno County Humane Society	171	..	..
10	Fresno County Orphanage	76	4	90
11	Juvenile Detention Home	51	2	57
	G			
	Gardena, Los Angeles Co.			
12	McKinley Industrial Home	76	4	90
	Gilroy, Santa Clara Co.			
13	I. O. O. F. Orphans' Home	77	4	90
14	St. Mary's Academy and Home	107	6	119
	Grass Valley, Nevada Co.			
15	St. Mary's Orphanage	108	6	119
16	St. Patrick's Orphanage	108	6	119
	I			
	Ione (P. O. Waterman), Amador Co.			
17	Preston School of Industry	43	1	47
	L			
	Lomita Park, San Mateo Co.			
18	Bertha Juilly Home*	77	4	90
	Long Beach, Los Angeles Co.			
19	Long Beach Day Nursery	162	..	..
	Lordsburg, Los Angeles Co.			
20	David and Margaret Home	96	5	103
	Los Angeles, Los Angeles Co.			
21	Belle White Home†	78	4	90
22	Big Brother Work	162	..	..
23	Castelar Street School Day Nursery	162	..	..
24	Children's Home Society of California	64	3	71
25	Children's Hospital	173	..	..
26	Church Home for Children of the Protestant Episcopal Church	102	..	..
27	Colored Children's Day Nursery	162	..	..
28	First Street School Day Nursery	162	..	..
29	Florence Crittenton Home	123	7	126
30	Frances DePauw Spanish Industrial School	96	5	103
31	Home of the Guardian Angel	108	6	119

* Closed in 1913 by order of the court.
† Closed in 1914 by order of the court.

No.	Location and name	Descriptive text	Table No.	Table Page
32	House of the Good Shepherd	46	1	47
33	Humane Society for Children	65	3	71
34	Ida Straus Day Nursery	163	..	..
35	Japanese Humane Society Children's Home	89	..	..
36	Jewish Orphans' Home	95	5	103
37	Juvenile Hall	52	2	57
38	King's Daughters' Day Nursery	163	..	..
39	Lark Ellen News and Working Boys' Home	78	4	90
40	Los Angeles Orphan Asylum	109	6	119
41	Los Angeles Orphans' Home	78	4	90
42	Maud B. Booth Home	102	5	103
43	Pisgah Home for Homeless Children	163	..	..
44	Regina Coeli Orphan Asylum	109	6	119
45	St. Anne's Infant Asylum	163	..	..
46	St. Elizabeth's Day Nursery	164	..	..
47	Spanish Mission Home and School	98	5	103
48	Strickland's Home for Boys	79	4	90
49	Truelove Home	123	7	126
50	United Charities	169	..	..
51	Utah Street School Day Nursery	164	..	..
52	Woman's Alliance Maternity Cottage	173	..	..
	Lytton, Sonoma Co.			
53	Boys' and Girls' Industrial Home and Farm	101	5	103
	M			
	Martinez, Contra Costa Co.			
54	Juvenile Detention Home	55	..	..
	Mission San Jose, Alameda Co.			
55	St. Mary's Orphanage	110	6	119
	Monterey, Salinas Co.			
56	Juvenile Detention Home	55	..	..
	O			
	Oakland, Alameda Co.			
57	Baby Hospital of Alameda County	174	..	..
58	Beulah Home	124	7	126
59	Catholic Ladies' Aid Society of Alameda County	170	..	..
60	Chabot School of Domestic Arts	79	4	90
61	Crouch's Infant Shelter	80	4	90
62	Fred Finch Orphanage	97	5	103
63	Juvenile Detention Home	51	2	57
64	Ladies' Relief Society	80	4	90
65	Mary R. Smith Cottages	95	5	103
66	Oakland Associated Charities	66, 169	3	71
67	Sisters of the Holy Family Day Nursery and Kindergarten (Eighth and Chestnut Streets)	164	..	..
68	West Oakland Home	80	4	90

No.	Location and name	Descriptive text	Table	
			No.	Page
	P			
	Pasadena, Los Angeles Co.			
69	Children's Training Society	81	4	90
70	National Industrial and Orphans' School	81	4	90
71	Pasadena Day Nursery	164	..	..
	R			
	Redlands, San Bernardino Co.			
72	Redland's Day Nursery	165	..	..
	Riverside, Riverside Co.			
73	Juvenile Detention Home	52	2	57
74	Sherman Institute	39	..	..
	Rutherford, Napa Co.			
75	St. Joseph's Agricultural Institute	110	6	119
	S			
	Sacramento, Sacramento Co.			
76	Home of the Merciful Savior	100	5	103
77	Juvenile Detention Home	53	2	57
78	Peniel Rescue Home	124	7	126
79	Sacramento Orphanage and Children's Home	82	4	90
80	Stanford-Lathrop Memorial Home	111	6	119
	St. Vincents, Marin Co.			
81	St. Vincent's Orphan Asylum	111	6	119
	San Anselmo, Marin Co.			
82	Presbyterian Orphanage and Farm	99	5	103
	San Bernardino, San Bernardino Co.			
83	Juvenile Detention Home	53	2	57
84	St. Catherine's Orphan Asylum	112	6	119
85	San Bernardino Orphans' Home	82	4	90
	San Diego, San Diego Co.			
86	Children's Home Association	83	4	90
87	Helping Hand Nursery	83	4	90
88	Holly Sefton Memorial Hospital	174	..	..
89	Juvenile Detention Home	55	..	..
	San Francisco, San Francisco Co.			
90	Associated Charities	170	..	..
91	Boys' and Girls' Aid Society	84	4	90
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97	Chinese Mission Home	99	5	103

No.	Location and name	Descriptive text	Table No.	Table Page
98	Columbia Park Boys' Club	165	..	..
99	Ellen Stark Ford Home	97	5	103
100	Eureka Benevolent Society	68	3	71
101	Florence Crittenton Home	124	7	126
102	Gladys Settlement and School	166	..	..
103	Good Samaritan Day Nursery	166	..	..
104	Happy Day Home for Children	166	..	..
105	Hospital for Children	175	..	..
106	Infant Shelter	84	4	90
107	Juvenile Detention Home	53	2	57
108	Ladies' Protection and Relief Society	85	4	90
109	Lane Hospital—Children's Clinic	175	..	..
110	McKinley Orphanage	98	5	103
111	Maria Kip Orphanage	100	5	103
112	Mary's Help—Children's Clinic	175	..	..
113	Maud B. Booth Home	102	5	103
114	Mount St. Joseph's Infant Orphan Asylum	112	6	119
115	Mt. Zion Hospital—Children's Clinic	175	..	..
116	Native Sons' and Native Daughters' Central Committee	69	3	71
117	Oriental Home	98	5	103
118	Pacific Hebrew Orphanage	96	5	103
119	Pacific Humane Society	171	..	..
120	People's Place	166	..	..
121	Roman Catholic Orphan Asylum	112	6	119
122	St. Catherine's Home	46	1	47
123	St. Francis Girls' Directory	113	6	119
124	St. Francis Technical School	113	6	119
125	San Francisco Babies' Aid	85	4	90
126	San Francisco Nursery for Homeless Children	86	4	90
127	San Francisco Protestant Orphan Asylum	87	4	90
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128	Day Nursery and Kindergarten (Greenwich and Divisidaro Streets)	167	..	..
129	Day Nursery and Kindergarten (860 Hayes Street)	167	..	..
130	Day Nursery and Kindergarten (1431 Powell Street)	167	..	..
131	Day Nursery and Kindergarten (Eighteenth and Point Lobos Avenues)	167	..	..
132	Telegraph Hill Neighborhood Association	167	..	..
133	University of California Hospital—Children's Clinic	175	..	..
134	Youths' Directory	114	6	119
	San Gabriel, Los Angeles Co.			
135	Southern California Masonic Orphanage	87	4	90

No.	Location and name	Descriptive text	Table No.	Table Page
	San Jose, Santa Clara Co.			
136	Florence Crittenton Home	125	7	126
137	Home of Benevolence	88	4	90
138	Juvenile Detention Home	56	..	..
139	Sisters of the Holy Family Day Nursery and School	168	..	..
	San Mateo, San Mateo Co.			
140	Armitage Orphanage*	101	5	103
	Santa Ana, Orange Co.			
141	Juvenile Detention Home	55	..	..
	Santa Barbara, Santa Barbara Co.			
142	Associated Charities	170	..	..
143	Juvenile Detention Home	54	2	57
144	St. Vincent's Institution	115	6	119
	Santa Cruz, Santa Cruz Co.			
145	Santa Cruz Female Orphan Asylum	115	6	119
	Santa Rosa, Sonoma Co.			
146	Juvenile Detention Home	56	..	..
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147	Boys' and Girls' Aid Society	88	4	90
	Stockton, San Joaquin Co.			
148	Associated Charities	170	..	..
149	Juvenile Detention Home	56	..	..
150	Stockton Children's Home	89	4	90
	Susanville, Lassen Co.			
151	Juvenile Detention Home	52	2	57
	U			
	Ukiah, Mendocino Co.			
152	Albertinium Orphanage	116	6	119
	V			
	Vallejo, Solano Co.			
153	Good Templars' Home for Orphans	89	4	90
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154	California School for Girls	43	1	47
155	Juvenile Detention Home	55	2	57
	W			
	Watsonville, Santa Cruz Co.			
156	St. Francis' Orphanage	116	6	119
	Whittier, Los Angeles Co.			
157	Whittier State School	44	1	47

* Closed in 1913; may not reopen.

PART ONE

PRELIMINARIES

Science is a social work, and its structure is built by the associated labors of the entire fraternity of theorists and practical workers. . . . The novelist is free to fly in air, while the statistician, the economist, and the sociologist must walk on solid earth, close to facts, and the successful reformer is limited by the conditions of actual life.—Charles R. Henderson.

I went into a hospital the other day. I witnessed a parable. A pale, weak, bloodless man was carried in. He was not strong enough to walk. He did not even come of his own volition. Following him came a great, strong, stalwart man, glowing with health. They brought them together. They bared an arm of each man. They brought them into fellowship by a conductor which carried the rich blood of the strong into the frail body of the weak. That is the meaning of spiritual culture and social service.—Charles S. Macfarland.

Never was there so rich a field open for hygienic, eugenic, physiological, pathological, anthropological, psychological, sociological, statistical and experimental study and research as that which is constituted by the inmates of (children's) institutions. . . . There is no glimmer of knowledge you have ever acquired in the field of any or all of the ologies just enumerated that will not sometime with some problematic boy or girl come most opportunely handy, and may indeed save a soul to civic usefulness.—G. Stanley Hall.

The survey is the study and analysis of social conditions, as the physicians diagnose cases. The doctor of old diagnosed his case into measles or typhoid, and gave the designated treatment. The modern doctor carries his analysis one step further back. Through research he discovers the bacillus that produced the disease, and the serum that will destroy it. Let us realize that it is impossible to deal scientifically with social ills until we have the same sort of diagnosis. Dependency and delinquency cannot be treated successfully as things in themselves any more than typhoid. They are mere phenomena, and the cure must go back to the causes. Orphan asylums and reformatories cannot solve the problem; they can only take care of the product. The modern survey is as essential as medical diagnosis, but it must go beyond the simple and obvious to the very roots of our social difficulties. This method of the survey has been recognized as necessary in medicine and in some other fields, but it should be the universal modern method, the first step in every social movement.—Henry S. Curtis.

INTRODUCTION

By Hastings H. Hart, LL.D.
Director Department of Child-Helping of the Russell Sage Foundation

CALIFORNIA has made lavish provision for her dependent, defective, and delinquent children. The magnitude of her activity in their behalf is a tribute to the generosity of her people.

In the accompanying Table A is shown the institutional provision made for children of these classes in seven of the most liberal states of the Union: California, Pennsylvania, New York, Maryland, New Hampshire, Ohio, and Massachusetts. It appears from this table that California is providing for more than 9,000 children in institutions, 381 for each 100,000 inhabitants. In this ratio she is the second state in the Union, being exceeded only by the state of New York.

California stands second again in the amount expended for each 100,000 people in the maintenance of children in institutions. She expends $75,000 per year for each 100,000 inhabitants as against $60,000 for Massachusetts, the state ranking third, and about $42,000 for the least liberal of the seven states, Ohio and New Hampshire.

California stands fourth of the states of the Union in the proportionate amount of money invested in institutions for the care of such children. She has invested $445,600 for each 100,000 people. Her investments in proportion to her population are less than one-half as large as the corresponding investments in Pennsylvania, and less than three-fourths as large as those in New York, but they are nearly twice as large as those of the great states of Ohio and Massachusetts.

A careful study of the work in different states has resulted in the conviction that institutional provision for children in California as well as in New York, Pennsylvania, New Hampshire, and Maryland is excessive and is due to a failure to develop those plans of

TABLE A.—INSTITUTIONS FOR DEPENDENT, DELINQUENT, AND DEFECTIVE CHILDREN IN SEVEN STATES[a]

State	Children in institutions	
	Total[b]	Number per 100,000 inhabitants
New York	48,400	531
California	9,057	381
Maryland	4,389	339
Ohio	15,570	327
New Hampshire	1,375	319
Pennsylvania	21,859	285
Massachusetts	7,935	236

State	Current expenses of children's institutions	
	Total[b]	Amount per 100,000 inhabitants
New York	$8,027,000	$88,100
California	1,783,519	75,016
Massachusetts	2,021,000	60,000
Pennsylvania	4,183,000	54,600
Maryland	671,000	51,800
Ohio	2,008,000	42,100
New Hampshire	181,000	42,000

State	Amounts invested in children's institutions	
	Total[b]	Amount per 100,000 inhabitants
Pennsylvania	$75,879,000	$989,900
New York	56,745,000	622,600
Maryland	6,644,000	512,900
California	10,594,000	445,600
New Hampshire	1,650,000	383,200
Ohio	12,780,000	268,100
Massachusetts	8,290,000	246,300

[a] The figures are given for both public and private institutions. They cover the nearest year to 1912 obtainable, ranging from 1910 to 1913.

[b] The statements are approximate for New York, Ohio, and New Hampshire; the figures for institutions not listed by the United States Census or state reports being partly estimated.

dealing with dependent children which have minimized the institutional provision for such children in states like Massachusetts, Michigan, Minnesota, and Washington. In these states the larger portion of dependent and delinquent children are placed in the friendly environment of family homes after the briefest possible stay in institutions; but in California, as in New York and Mary-

land, the institutional plan of bringing up children in orphan asylums and children's homes has prevailed.

California has had a number of child-placing societies but most of them have been poorly supported, some of them have been inefficient, while others have been positively disreputable. There are only two efficient placing-out organizations in the state: the Children's Home Society of California and the Native Sons' and Native Daughters' Central Committee. The Children's Home Society of California expended $31,000 in 1914; and the Native Sons' and Native Daughters' $6,500; a total of $37,500. The Children's Home Society placed in families 365 children and the Native Sons' and Native Daughters' 195; a total of 560. The Children's Home Society reported under supervision on March 31, 1914, 564 children and the Native Sons' and Daughters' 248; a total of 812. There are other efficient societies which board out children temporarily in family homes but place very few permanently.

On the other hand, 69 orphanages and children's homes which contained 6,511 children had placed in families during the year only 381 children and reported under supervision in family homes only 715.

The state of California needs to foster and develop its child-placing societies and to give them such support as will enable them to maintain the highest standards and to care for their wards with the utmost degree of fidelity and efficiency.

Comparison of Institution Work

Table B compares the institutional provision for dependent, delinquent, feeble-minded, and crippled children in the four states of New York, California, Maryland, and Pennsylvania, indicating the number of children cared for, the annual expense per child, and the annual expense per 100,000 inhabitants for each class of children. While the number of children and the annual expense are much larger in New York than in California, when these items are reduced to ratios California approaches New York.

It will be seen that there were reported in the state of New York dependent, delinquent, feeble-minded, and crippled children in institutions to the number of 48,400; in California, 9,057; in

TABLE B.—COMPARISON OF INSTITUTIONS FOR DEPENDENT, DELINQUENT, AND DEFECTIVE CHILDREN IN FOUR STATES[a]

	New York	California	Maryland	Pennsylvania
NUMBER OF INHABITANTS	9,113,600	2,377,500	1,295,300	7,665,100
AVERAGE NUMBER OF CHILDREN REPORTED IN INSTITUTIONS				
Number				
Dependent	37,267	6,900	2,197	15,576
Delinquent	6,146	1,221	1,780	2,900
Feeble-minded	3,802	936	329	3,114
Crippled	1,185	..	83	269
Total	48,400	9,057	4,389	21,859
Number per 100,000 inhabitants				
Dependent	408.9	290.2	169.6	203.2
Delinquent	67.4	51.4	137.4	37.8
Feeble-minded	41.7	39.4	25.4	40.6
Crippled	13.0	..	6.4	3.5
Total	531.1	380.9	338.8	285.2
EXPENSE OF CARE OF CHILDREN IN INSTITUTIONS				
Amount				
Dependent	$5,685,700	$1,096,655	$326,998	$2,747,177
Delinquent	1,333,900	507,082	248,890	590,036
Feeble-minded	733,600	179,782	57,007	682,119
Crippled	273,800	..	38,594	163,920
Total	$8,027,000	$1,783,519	$671,489	$4,183,252
Amount per 100,000 inhabitants				
Dependent	$62,380	$46,126	$25,245	$35,840
Delinquent	14,640	21,328	19,215	7,700
Feeble-minded	8,050	7,562	4,401	8,900
Crippled	3,005	..	2,979	2,140
Total	$88,075	$75,016	$51,840	$54,580
Amount per child				
Dependent	$153	$159	$149	$176
Delinquent	217	415	140	203
Feeble-minded	193	192	173	219
Crippled	231	..	465	609
Total	$166	$197	$153	$191

[a] Including public and private institutions.

Cadets Assembled before Main Building

Trades Building

PRESTON SCHOOL OF INDUSTRY, Ione (P. O. Waterman). (See p. 43)

West Cottage

Honor Cottage

Football Team

PRESTON SCHOOL OF INDUSTRY, Ione (P. O. Waterman). (See p. 43)

Maryland, 4,389; and in Pennsylvania, 21,859. The total number of children reported in institutions out of each 100,000 inhabitants was as follows: New York, 531; California, 381; Maryland, 339; and Pennsylvania, 285.

The average current expense for each child was as follows: New York, $166; California, $197; Maryland, $153; and Pennsylvania, $191.

The amount of current expense in children's institutions for each 100,000 inhabitants was as follows: New York, $88,075; California, $75,016; Maryland, $51,840; and Pennsylvania, $54,580.

DEPENDENT CHILDREN IN INSTITUTIONS. The number of dependent children in institutions for each 100,000 inhabitants in the states named is approximately as follows: New York, 409; California, 290; Maryland, 170; Pennsylvania, 203. The expense of caring for dependent children in institutions for each 100,000 inhabitants is: New York, $62,380; California, $46,126; Maryland, $25,245; Pennsylvania, $35,840. The expense per child in institutions for dependent children is: New York, $153; California, $159; Maryland, $149; and Pennsylvania, $176.

DELINQUENT CHILDREN IN INSTITUTIONS. The number of delinquent children in institutions for each 100,000 inhabitants in the states named is approximately as follows: New York, 67; California, 51; Maryland, 137; Pennsylvania, 38. The expense of caring for delinquent children in reformatories for each 100,000 inhabitants is: New York, $14,640; California, $21,328; Maryland, $19,215; Pennsylvania, $7,700. The expense per child in institutions for delinquent children is: New York, $217; California, $415; Maryland, $140; Pennsylvania, $203.

FEEBLE-MINDED CHILDREN IN INSTITUTIONS. The number of feeble-minded children in institutions for each 100,000 inhabitants in the states named is approximately as follows: New York, 42; California, 39; Maryland, 25; Pennsylvania, 41. The expense for caring for feeble-minded children in institutions for each 100,000 inhabitants is: New York, $8,050; California, $7,562; Maryland, $4,401; Pennsylvania, $8,900. The expense per child in institutions is: New York, $193; California, $192; Maryland, $173; Pennsylvania, $219.

CRIPPLED CHILDREN IN INSTITUTIONS. The number of

Pennsylvania, 80. The expense per 100,000 inhabitants of caring for children in subsidized institutions was: New York, $50,431; California, $39,261; Maryland, $21,704; and Pennsylvania, $10,654. The amount of public funds given to subsidized institutions per 100,000 inhabitants was: New York, $35,066; California, $15,449; Maryland, $6,999; and Pennsylvania, $3,730.

It will be noticed that while the expense per child of maintaining children in the subsidized institutions of California ($154) is greater than in New York ($150), the amount appropriated per child in California is only $60 as against $104 in New York. This means that private citizens contribute a larger proportion of the expense of maintaining the subsidized orphan asylums in California than in New York. It will be noticed also that while the amount of public funds appropriated for subsidized institutions per 100,000 inhabitants in California ($15,449) is less than half the amount in New York ($35,066), it is still more than four times as much as in Pennsylvania ($3,730).

Aid to Mothers and Children

But with these subsidies for children in institutions only a part of the story is told. For many years California has made generous appropriations in aid of children in family homes. This system of appropriations has taken the form partly of "outdoor relief" to needy families in their own homes, which prevails in most states; partly of funds for the payment of the board of children in family homes in accordance with the methods pursued in Massachusetts, Pennsylvania, New Jersey, and the District of Columbia; and partly of "mothers' pensions," designed to enable worthy and efficient mothers to care for their children in their own homes instead of turning them over to an orphan asylum or a children's home.

Until Dr. Slingerland's study was made it was impossible to ascertain how much was actually being expended from public funds for the care of children, except those from the state treasury. The official statements of the counties did not separate these expenditures from other expenditures in behalf of the poor. Dr. Slingerland obtained the facts for the first time by months of correspondence and study of reports, and partly by visiting personally 36 counties and digging the information out of the county

records in counties where the county officials were unable or unwilling to furnish detailed information.

TABLE D.—STATE AND COUNTY AID FOR DEPENDENT CHILDREN IN CALIFORNIA, 1911

Beneficiaries and source of aid	Aid granted
Aid for children in private institutions	
From state	$248,599
From county	126,179
Total to children in institutions	$374,778
Aid for children in family homes	
From state	$180,801
From county	123,451
Total to children in family homes	$304,252
Grand total	$679,030

Help to children in families has been largely increased by the widows' pension law of 1911 and 1913. Advocates of this legislation have anticipated that it would lead to a great diminution in the number of children in orphanages and in the expense of caring for them, but thus far these anticipations have not been realized. The surprising increase in expenditures for the maintenance of institution children in San Francisco in 1913–14 is disappointing.

The public supervision of institutions and of children maintained at public expense either in institutions or in families should be faithfully maintained. It should not be allowed to become perfunctory nor should it be pursued solely with a view to financial economy. It should be carried on with the most conscientious fidelity and in the most human and humane spirit by agents selected with reference both to their efficiency and their consecrated devotion. The great Mother State having taken the children under her sheltering care must not fail to insure to them not only proper food, care, clothing, instruction, and recreation, but it must see that they have such vocational training, such opportunities, such encouragement and stimulus as will lead to the highest development of which they are capable.

CHAPTER I

AN EXPLANATORY FOREWORD

THIS compendium sets forth the results of a study of the child-caring agencies and institutions of the state of California, made under the direction of the Department of Child-Helping of the Russell Sage Foundation, with related facts and suggestions in regard to child welfare work throughout the state. Those outlined are the public and private organizations founded and carried on in behalf of children who are neglected, dependent, delinquent, or defective.

In its broadest sense child welfare work includes all possible provision for children in the home, the schools, the churches, all sorts of institutions, and society at large. As used in the title of this book and frequently in its various chapters, the term has a narrower signification, well understood by social workers. This meaning limits its direct application to preventive measures to protect normal children and save them from entering the dependent, delinquent, and defective classes, and to remedial work for children who are needy, unfortunate, or abnormal, whose welfare is sought by the child-caring agencies and institutions.

So far as is known, no other publication has ever listed or described all of the various institutions for these classes engaged in beneficent work in their behalf in California. It is believed that the matters here presented will be of great interest to all those who are studying the developments of recent years along the line of child-helping, and especially to those who are actually engaged in child welfare work.

All questions relating to the welfare of children are closely interwoven with most other problems of our civilization. Agencies dealing with children must of necessity co-operate with and rely for help upon other organized social forces. Children imply parents and other adults, and the elements of control, instruction, and association. All the normal institutions of our social order—

the home, the school, the church, society in its general relations, the courts, and the state—are inter-related in their efforts in behalf of the rising generation. But such normal agencies often prove insufficient under the stress of modern conditions. However perfect their efficiency or intimate their relationship to the general population, additional agencies must be provided to meet the needs of the abnormal contingent, which is always a considerable fraction of the whole.

No civilization yet developed is free from social plagues and destructive agencies. No commonwealth has ever entirely eliminated personal distress, broken families, and juvenile dependency. As benevolent provisions to meet these social necessities, organizations and institutions have been established in behalf of the needy, the defective, and the delinquent. They provide for persons in distress or in peculiar relational conditions for whom the ordinary institutions of society are either not suitable or are insufficient. Among them, those for children are not the least either in number or in importance.

It is clear that the trend of many forces must be considered in all intelligent dealing with children of the dependent classes, and especially in all organized efforts for their welfare. As already indicated, normal conditions are lacking; natural resources are not available; ordinary methods must be modified. Measures of relief and development in some degree must be artificial, and added to the usual and normal elements of the social order. New problems must be solved relating to finance, location, shelter, methods of care, operation of institutions, and of individual, corporation, or government control. The classes of beneficiaries must be defined, the measure of segregation determined, the status and legal relation of institutional wards settled, the kind and quality of care regulated, and the spirit and character of the adults institutionally connected with them adjusted so as to secure the children's welfare.

Yet a clear understanding and application of these and other important matters are a social growth rather than an immediate revelation. At first child welfare work in America was individualistic. Then it was crudely organized. Later it took on more definite form and obtained general recognition. Now it is rapidly

relating itself to all the formal agencies of the community, state, and nation. Tomorrow it doubtless will be a co-operative part of the scientifically arranged preventive and remedial elements of an advanced civilization.

Gradually in recent generations system has been added to sentiment, and better business methods to benevolence. A century ago any provision for needy and homeless children was welcomed and appreciated. The first half of the nineteenth century saw the establishment of hundreds of orphanages, and institutional congregate care was accepted as the best possible provision for juvenile dependents. The latter half of that century added the systematic placing of dependent children in family homes by organized agencies, and an earnest controversy as to home-finding versus care in institutions. The first decade of the new century brought in numerous new preventive organizations, and especially the juvenile court. Today, after two or three decades devoted to change and development, there are those who think child welfare organization somewhat overdone, and a reaction inevitable.

Methods and conditions of child-caring work are said to have been almost revolutionized since the present century began. So radical are the changes, and so rapid the progress of events, that some advanced social workers now hesitate to make positive recommendations lest they be outgrown and discarded before they are actually tried out in experimental practice.

Someone has said: "The social service train apparently is now running regardless of station stops or semaphore signals, with a color-blind engineer and no conductor." This does not mean necessarily a wreck, or failure to steadily advance. It does imply the thought of some that social service should be systematized more generally and less in spots; that its terms, methods, and conditions the country over should be more closely harmonized; and that a national agency of some kind should be made the responsible leader in all lines of welfare work. Perhaps the new national Children's Bureau may in time fill this last requirement and become the national "conductor" of the children's section of the social service train.

Three principal forces have been potent to stimulate effort in behalf of needy and unfortunate children. First, the ministering

spirit inculcated by religion. Second, the natural impulses of human sympathy. Third, the defensive foresight of citizens who would protect the future of the state. In many child welfare movements these are so united that it often is a question which predominates.

Whatever the ultimate stimuli or the controlling motive, work of all kinds in behalf of depressed and needy children has enlarged and extended very rapidly in recent years. Not only are there many new kinds of organizations and new methods of work, but new establishments in many new locations. So marked is the present interest in and extension of child welfare work that this has been called the century of the child.

Most present tendencies and accepted methods are extremely creditable. For instance, society now demands of all child welfare agencies a high quality of service, enforced by proper and authoritative inspection and supervision. Even twenty years ago there were few standards set in child welfare work. Each agency or institution was a law unto itself. Today, even though improvement of quality is mainly by influence rather than enactment, better standards are being established, and institutions are graded according to excellence and efficiency of service. Our fathers saw needs and supplied them generously, but in the simplest ways. This generation not only sees but analyzes the needs, and endeavors to fit the best possible remedy to individual and social ills. The work of the past was almost wholly remedial; that of the present is both remedial and preventive, with the emphasis on the latter.

It is now generally accepted among all classes of social workers that the family home is the normal institution for the rearing of children. In it they are healthiest and happiest, receive the best training, and develop the highest types of character. It is also acknowledged that at best the orphanage is a man-made substitute, born of love and sympathy because of sad necessity. In its relations the orphanage exists because of the broken home, is often originated by the church, receives many of its wards by action of the courts, is intimately connected with the schools, mainly supported by society at large, and is recognized and often financially aided by the state.

So the orphanage and similar institutions are like the crutch

to the cripple—unnatural and additional, and only to be used when required by serious ills in the social system. The establishment of many such institutions is a great credit to humanity and a proof of generosity, but at the same time they stand as sad tokens of the ills that afflict people even under the greatest religious light and highest development of modern civilization.

These institutions for homeless children have multiplied in California to an extent greater than in any other state in the Union of equal population. They have received especial official recognition and very large appropriations from the state treasury and the county treasuries, as well as generous support from the big-hearted people of the Golden State. In fact, California for years has been noted for its orphan asylums and other like institutions, and the large amounts annually expended upon its dependent children. This may be clearly seen by the study of a few figures drawn from the United States Census reports on Benevolent Institutions for 1904 and 1910, which give statistics from all of the states on orphanages and children's homes.

The table below includes all of the northern and Pacific coast states whose population was in 1910 between one million and three millions. Of these 11 states, California ranks fourth in population, but easily first in number of children in institutional care and in ratio of inmates to each 100,000 of population. A comparison of the columns for 1904 with those for 1910 indicates that California, while largely increasing the actual numbers in institutional care, has actually lowered the ratio per 100,000 of population. This has not been true of all the states in the table. Seven have increased the ratio, and it is diminished in only four out of the 11; while the reported numbers in institutional care have risen in the six years from 18,669 to 22,302.

The northern states whose population by the census of 1910 exceeds three millions, and their ratio on the above basis are: New York, 331.8; Ohio, 177.8; Pennsylvania, 148.0; Massachusetts, 120.8; Illinois, 99.2; and Missouri, 86.9.

New York is therefore the only northern state of over 1,000,000 population whose institutional dependent children equal in ratio to population those of California, and all others fall far below. As will be noted, the average ratio for the 11 states in the

table is now 100.5, or a little over two-fifths of the number of inmates of child-caring institutions found in those of California. The average ratio for the other 10 states, omitting California, is only 84.2. While the figures for the states with large population are suggestive, the matter is best considered with reference to the 11 states in the table, as affording the most just and striking comparison.

TABLE E.—RATIO TO POPULATION OF CHILDREN IN ORPHANAGES AND HOMES

Northern and western states having in 1910 a population between one and three millions[a]

Number	States	Year 1904		Population in 1910	Year 1910	
		Inmates Dec. 31	Inmates per 100,000 inhabitants		Inmates Dec. 31	Inmates per 100,000 inhabitants
1	California	4,630	290.8	2,377,549	5,620	236.4
2	Connecticut	1,854	188.7	1,114,756	1,950	174.9
3	New Jersey	2,598	124.6	2,537,167	3,365	132.6
4	Indiana	2,934	110.1	2,700,876	2,600	96.3
5	Minnesota	1,220	62.4	2,075,708	1,569	75.6
6	Iowa	1,162	48.9	2,224,771	1,667	74.9
7	Wisconsin	1,283	57.2	2,333,860	1,603	68.7
8	Michigan	1,669	65.6	2,810,173	1,868	66.5
9	Washington	359	60.7	1,141,990	639	56.0
10	Nebraska	393	36.8	1,192,214	646	54.2
11	Kansas	567	38.1	1,690,949	775	45.8
	Total	18,669	96.1	22,200,013	22,302	100.5

[a] Estimated aggregate population in 1904 was 19,417,291.

The original study covered a period of about twelve months and was completed in December, 1911. By correspondence and the aid of interested social workers within the state, many of the statistics of finance and children have been brought down to the years 1913 and 1914. The study reached every important organization in the state, and outlines the facilities and conditions relating to the care of dependent and delinquent children as they exist at the present time. The following chapters are a résumé of that survey.

CHAPTER II

DEFINITIONS, LISTS, AND STATISTICAL TABLES

THE principal ideas which were the groundwork of the study, and the use made of them in compiling this manual from the material gathered, should be early and clearly in the mind of the reader. Attention therefore is called to a number of matters intimately related to both the descriptive text and the statistical tables found in later chapters.

A number of important definitions are given, the child-helping institutions of California are listed by classes, and a set of related statistical tables are carefully described. The terms and methods here noted are not intended to be taken as final, but in matters where there are differences of opinion or practice among social workers as tentative, and applying merely to this study and compendium.

Definitions of Terms

The term "dependents" is used for all needy and neglected children, whether orphaned or with living parents, who require assistance from those outside their immediate families or from public funds.

Those "delinquent" are the wilful and wayward, requiring some degree of custodial care, and implying generally action by some juvenile court.

Those "defective" are the mentally deficient and epileptic.

For the purposes of this study the term "agency" is used to indicate a child-caring organization whose main function is to provide for needy and dependent children by placing them in family homes, orphanages, hospitals, or reformatories. Some of these agencies have small institutions, usually called receiving homes, in which children are given temporary care pending a more permanent placement.

Those child-caring organizations whose principal function is

to provide direct and more or less permanent board and care, and which usually possess considerable plant and equipment for the purpose, are classified as "institutions."

The "cottage" type of institutions is indicated by limited groups of children in small buildings, and care and spirit in imitation of ordinary family life. Where each cottage is a complete domestic unit, with its own kitchen and dining room, the number of children should not exceed 30 in any one cottage. Where the cooking is done in a general kitchen and the meals served either in cottage dining rooms or in a general dining room, the number of children should not exceed 50 in any one cottage.

The "congregate" type of institutions is indicated generally by large buildings and care of children en masse, with little approach to family life. Usually the minimum number of children in a congregate institution or building is 50; but where the physical equipment, spirit and methods are adapted to mass care, and the treatment of the children is collective rather than individual, these conditions rather than numbers would call for the congregate classification.

The "plant" of an institution includes the grounds, buildings, furnishings, and equipment directly connected with the care of children; all other property, including lands, buildings, bonds, mortgages, and invested funds of all kinds, is counted "endowment" whether or not it has been definitely set aside as such by the institution. In the tables the column headed "endowment" includes the aggregate of all institutional property other than its "plant."

The "value of property" is generally partly estimated. Usually it is made by the officers of the various institutions. Sometimes it is the estimate of the visitor, after careful consultations.

The "capacity" of an institution is the number of children for whom sleeping accommodations are provided.

The term "regular employe" or worker usually means one paid a salary for devoting all of his or her time to the service; but may include, as in Catholic institutions, those who are regularly employed but have no stated financial compensation.

Child-placing in families, or "placing-out," is thus defined in section 300 of the New York statutes: "The placing of a destitute

child in a family, other than that of a relative within the second degree, for the purpose of providing a home for such child."

To place with "kin" is to place with relatives of the first and second degrees—parents, grandparents, brothers, or sisters.

No children are counted "placed," either on pay board or in free homes, who remain in these homes a shorter period than a week.

An institution is said to do "placing-out work" when it selects homes, or secures positions including homes, for any number of its minor wards, and by authority of its guardianship officially arranges for their location in such homes, either as paying boarders, free inmates, or paid workers.

The "public funds" are those derived from taxation, whether administered by state, county, or municipal authorities. The "private funds" are those derived from sources other than taxation and include receipts from special gifts, income from endowments, general donations, entertainments, tag days, and other miscellaneous money gathering methods.

Schedule and List of Institutions

In making the study the writer personally visited each institution and the court house of nearly every county. A schedule was used in order to obtain uniform statistics, and additional facts and impressions were recorded in story form. A reprint of the schedule is presented on the following page.

For convenience of study and tabulation the various agencies and institutions are grouped according to management, function, and other special relations. The divisions made are not always perfectly satisfactory, but can not be much improved without greatly increasing the number of tables, which is inadvisable.

The classified list on page 22 shows the number and kinds of child-helping institutions in California. Those wholly or mainly supported by public funds, and under the direct management of officials appointed by state or county authority, are counted public institutions. Those in which the property is held, the policy controlled, and the funds administered by privately created boards of management and their employes, are listed as private institutions.

The list conforms to the institutions named in the tables. A number of others will be mentioned in the text. For instance,

Filed .....191..
Examined.....
.....

RUSSELL SAGE FOUNDATION:

DEPARTMENT OF CHILD-HELPING.

BRIEF OF INFORMATION.

No.....
Date.....191.
Agent.....

Name of Institution..... Location.. .....

Superintendent..... Address .....

When founded.....Relig. Affiliation..... Purpose .....

General.....

PROPERTY MATTERS.

1 Building and Grounds .....

2 Lands and Cultivation.....

3 Valuation, Etc.....

4 Endowment.....

5 Home accommodates without crowding.....; Single beds.... .....Double beds.....

6 General.....

Income and Expenses for Year Ending.....191..

	CURRENT INCOME.		CURRENT DISBURSEMENTS.
1	From Endowment.....$.....	1	Salary of Superintendent or Matron.....$.....
2	General Donations.....$.....	2	Other Salaries or Wages.....$.....
3	Public Appropriations.....$.....	3	Home Supplies, Etc.....$.....
4	Board of Children.....$.....	4	Repairs and Improvements.....$.....
5	Special Gifts.....$.....	5	Travel and Placement Expenses.....$.....
6	Miscellaneous.....$.....	6	Other Items..... .....$.....
7	Year's Total Receipts.....$.....	7	Year's Total Expenses.....$.....

Record of Children for Year Ending.....191..

	RECEPTION AND CLASSIFICATION.		DISPOSITION AND LOCATION.
1	Cared for since organization.....	1	New Wards Placed in Family Homes.....
2	On hand beginning of year.....	2	Wards of Previous Years Replaced.....
3	New Children Received.....	3	Returned to Parents.....
4	Wards of Previous Years Returned.....	4	Other Disposition.....
5	Total Cared for during year.....	5	On hand date of Report.....
6	What ages taken into care.....	6	Total as in Reception No. 5.....
7	No. babes under one year	7	Now available for placement.....
8	No. older than one year.....	8	No. legally adopted during year.....
9	Average No. in Home during year.....	9	Placed under Con. or Indenture.....
10	Average stay in Institution.....	10	Placed on wages.....
11	Classes Received—Boys.....	11	Total under supervision in family homes.....
	Girls.....	12	Age at which contracts close.....
	Dependents.....	13	What supervision given .....
	Delinquents.....		.....

Changes and Improvements desired:.....

.....

Remarks.....

.....

Report made.....191.. .....Agent.

FACSIMILE OF SCHEDULE USED IN STUDY

besides the 10 detention homes here listed, there are eight more established for which no detailed statistics could be obtained. There are also auxiliary organizations and institutions definitely related to the child-caring work, but not taking children into their direct care or control. Such will have mention in the text but will not appear in any of the tables.

LIST OF AGENCIES AND INSTITUTIONS FOR WHICH STATISTICS HAVE BEEN TABULATED

UNDER PUBLIC MANAGEMENT	
State	
Institution for feeble-minded	1
Institutions for delinquents	3
County	
Juvenile detention homes	10
Total under public management	14
UNDER PRIVATE MANAGEMENT	
Child-placing agencies	7
Institutions for delinquents	4
Institutions for dependents	
Nonsectarian orphanages and homes	30
General church orphanages and homes	18
Catholic orphanages and homes	21
Combined care of adults and children	6
Total under private management	86
Grand total public and private	100

DESCRIPTION OF TABLES

For 14 public institutions and 86 institutions and agencies under private management, all of which are doing direct work for children, statistics have been carefully tabulated. For eight detention homes, three new child-caring institutions, two new child-placing agencies, and the 40 agencies and institutions classed as auxiliary and whose care of children is brief or whose relation to them is merely incidental, no formal tables are provided.

The statistics of the 100 agencies and institutions dealt with in the tables are arranged systematically, with a general table for each group as given in the foregoing classified list, save that the public and private institutions for delinquents are combined in a single table which also includes the state institution for defectives. Each general table contains a set of three related sections. The information for each institution or group will best be obtained by the successive study of each section from the first to the third. The character of these sections (each a table complete in itself) and the material contained in them are as follows:

1. SECTION A. GENERAL AND FINANCIAL. This table is intended to give an outline of the institution's general character and its investments in plant and endowment. It gives the location and name, year of founding, type of housing, date of the report quoted, capacity, cost of plant per bed, value of plant, amount of endowment, and total value of property.

2. SECTION B. COMPARATIVE CURRENT STATISTICS. This table takes up the annual expense and shows the total for maintenance and the amount paid for salaries, with per capitas for total maintenance and for salaries based upon the average number of children in care. Then follows the amount of public funds received during the year, and its per capita and per cent of the annual maintenance expense. Finally, the number of regular employes, the average number of children in care, and the average number of children per employe are given.

In the table for the agencies this section is modified and gives instead of per capitas the per cent of expense devoted to salaries, travel and placement, and general matters.

3. SECTION C. STATISTICS OF CHILDREN. Here are found the vital statistics of the institution. The table records the children in the institution at the beginning of the year covered by the report, the children received during the year, and the total number in care during the year. To match these entrance statistics are those showing what disposition was made of the recorded total, in columns showing the numbers placed in family homes, returned to kin or friends, died, disposed of otherwise, and in the institution at the close of the year. A column is also given to the children outside the institution but still under its supervision at the close of the year.

In the table for the agencies this section also is modified slightly to better adapt it to the special work done.

A summary is provided for the 79 private institutions, and also a general summary for the entire 100 agencies and institutions, each in three sections to conform to the above plan, bringing together the totals of the several tables for purposes of comparison and a general total.

There are also special tables to illustrate the distribution of public funds to private institutions, and detailing the amounts

appropriated by the state and the various counties for the care of dependent children.

Each table indicated above immediately follows the chapter to which it relates. It will be noted that the fiscal year covered is not always the same for different institutions. The latest statistics available are used in each case. The totals for this reason can not be considered as exact for any definite date, but only approximate. Nevertheless they afford a reasonably accurate résumé of recent amounts, numbers, and conditions.

The fact that California is one of the newer states and that its topography, varied times and manner of settlement, present population, and special climatic conditions all enter into its problems of dependency and delinquency, have led to the preparation of a chapter giving a general description of the state. Another is devoted to the development of its child-caring institutions. These precede those directly relating to existing agencies and institutions, and may be considered a sort of background for the details found in the descriptive text and the statistical tables.

CHAPTER III

OUTLINING THE FIELD

TO those who have lived in California any description of its peculiarities is superfluous. Those who have spent any considerable time within the state will need little to enable them to recall much of its oft-repeated story. But any not thus favored will be better prepared for details after glancing over a few outline facts. Some statistical, historical, and sociological matters, therefore, properly introduce this study.

California was discovered by the Spanish explorer, Cabrillo, in 1542. No permanent settlements or colonies were attempted until 1709. California was a regular Spanish colony from 1769 to 1822, when the territory became a part of Mexico. In 1846, as one result of the Mexican war, California became a part of the United States. Admission to the Union, as the eighteenth state, followed in 1850.

In area and resources California is a great state. It stretches approximately 250 miles east and west, and 800 miles north and south, with a total area of nearly 160,000 square miles, exceeded only by that of Texas. There are a full 1,000 miles of coast line, all tempered by the warm Japan Current. Its climate varies from mild-temperate in the mountains to semi-torrid in the interior valleys, with delightful moderation on most of its thousand miles of sea coast.

Its resources are even more varied. Rich minerals line the mountains. Great forests furnish fine timber. Thousands of cattle feed upon its green hills. Immense crops grow upon its alluvial plains. Its orchards are fruit-bearing wonders. There is untold water power in its multitude of streams. It is "a land of mighty rivers, flowing over sands of gold."

When first discovered there was a numerous population consisting of many great and distinct tribes of Indians. These were largely destroyed or absorbed by the Spanish and Mexican settlers.

The remainder rapidly vanished when the land was overrun by the gold seekers and their congeners.

Some descendants of the Indians and of the early Spanish and Mexican settlers remain. They are usually of mixed blood; and for lack of energy and commercial instinct they have been outstripped in the race by the more vigorous later comers. The old Spanish missions, once thronged by teachable thousands, are but tourists' shrines in this utilitarian age. The descendants of the ancient Californians, outnumbered and outclassed, are the "hewers of wood and drawers of water" for the virile Anglo-Saxons and others.

The present population of California exceeds two millions (2,377,549 by the census of 1910). The people may be pretty accurately described by stating that they are derived "from every nation under heaven." One is reminded of the expression "the melting pot of the nations."

The modern development of the state dates from the discovery of gold in 1848. From the "Argonauts of '49" and the diversified immigrants who followed them, to the present time, California has always had a great people, although small in numbers as compared to its immense area and possibilities. The real California includes multitudes of cultured, high-minded, and progressive citizens, and to them the state is not on the edge, but "the middle of the world."

The general development of the state has progressed wonderfully, especially within the last two decades. Modern mining methods are exploiting new mineral wealth. The great forests are yielding the products of systematic lumbering. The rivers have been set to work, irrigating immensely fertile plains. The mountain streams have been utilized to produce untold water power, which is transformed into electricity and transmitted by wire to the cities. Commercial enterprise is rapidly extending. Many great factories are already at work in the populous districts. The immense business and mileage of its railroads are increasing every year. Its three great harbors, and especially that at San Francisco, are the natural Pacific gateways of round-the-world commerce.

Life in California is modified by its remarkable physical con-

trasts. Perhaps nowhere else can be found extremes so numerous within such narrow limits. People respond to these exterior conditions; therefore they are important.

Here snow-clad mountains frown down upon frostless valleys clad in vines and orange groves. The largest trees in existence, and said to be the oldest living things on the face of the earth, look out over a great plain where scientific irrigation is producing the newest results in plant culture. Old missions, half in ruins, are crowded by smart modern bungalows. The desert is on one side of an oiled automobile road, and the rich growth of intensive farming on the other. Vast alluvial plains, fertile as the valley of the Nile, lie just inside a mountain barrier, against which beat the waves of earth's greatest ocean. A thousand miles of rocky coast line are broken but a few times to admit entrance, but these harbors are among the finest on the globe.

The variety and contrasts among the people of California are equally striking. The descendants of the Indians and the old Spanish conquerors are seen here and there among the more numerous modern citizens. San Francisco is but a trifle less cosmopolitan than New York. Variety among the people of all California communities is almost universal. The orient and the occident, the American and the European and all grades of culture and ignorance, wealth and poverty, acquisitiveness and improvidence, the poetry of life and its most sordid prose, meet and mingle freely here, although not always without friction.

In California private generosity and public graft have no known limits—or had none until the last few years. Millions are spent to attract citizens and capital from afar, and temples are erected in almost every city as shrines for "Native Sons and Daughters." Here Jewish and Chinese merchants compete for trade; keen Americans deal in real estate; Kanakas and Japanese wait on tables; coolies toil in market gardens; Hindoos, Italians, Greeks, Portugese, Russian Jews, Slavs, and Cholos, as the Mexican laborers are called, are everywhere in evidence as parts of the extremely varied population.

The presence of adherents to practically all religions, as well as people of many races, complicates all social work, including that related to child-care. The Presbyterian church maintains a

Chinese mission home in Los Angeles. The Methodist Episcopal church has an oriental home for Chinese dependents, and one for Japanese and Korean children in San Francisco, and a home and school for Spanish and Mexican girls in Los Angeles. The Roman Catholic church has many institutions for children, in some of which are separate departments for different races. The Jews are also well represented by two strong orphanages. While there are nearly three score child-caring agencies and institutions of nonsectarian character, there are over two score under the control of churches. The "isms" and "ologies" mingle in California as in few other places on earth.

Two things should be especially emphasized in preparing to study the state in reference to child welfare work. First, the generally mild climate and productiveness of California have made it the goal of the diseased and other unfortunates, many of whom have here expected to escape the need of toil that elsewhere is required to win subsistence. Some have even traduced the name of the state by calling it "a lazy man's paradise." Naturally from such citizens have come many children requiring public support. Second, the same elements also attracted the very opposite class of people—the hard-headed, ambitious, progressive, wealth-producing citizens—largely from the Atlantic coast at first, because of the difficulties in crossing the continent. These eastern people were reared where orphanages were already established, and the institutional care of dependents was accepted without question as the proper method. In facing similar needs in their new home region, they naturally began to rear congregate institutions. Into these, in increasing numbers as the years went by, passed a never-ending army of children, recruited from the wilfully indolent, the hopelessly indigent, and the wofully unfortunate.

For many years California was in the highest sense progressive. An overpowering influx of excellent new blood made the first few decades of the state's modern history remarkable. Tottering gray-haired men, the survivors of that time, still tell you, "There were giants in those days!"

Later came a period of conservatism, but within the past five years progressiveness has come back with a rush. The legislative sessions of 1911 and 1913 were memorable. Many excel-

lent new laws were enacted. Among those enacted in 1911 were 18 directly relating to social welfare matters, and a number of others were devoted to the correction of serious civic evils. The record of the legislature of 1913 was almost equally important.

Similar indications are easily seen in all social welfare and civic affairs. Public playgrounds in connection with public schools, careful administration of child labor laws, advanced methods of inspection, earnest discussions of temperance and the social evil, and efforts to come to the front in all worthy charities and reforms, characterize California today. The Golden State may now be classed as one of the most progressive states in the Union.

CHAPTER IV

DEVELOPMENT OF INSTITUTIONS AND CHILD WELFARE WORK

INSTITUTIONS for the care and training of homeless and dependent children were early started by sympathetic and humane people, led by the Christian churches. The work began soon after the "gold rush" in 1849. The San Francisco Protestant Orphan Asylum was established in 1851, and the Roman Catholic Orphan Asylum, of the same city, in 1852. Many others, both Catholic and non-Catholic, were organized within the next twenty years. Children's homes, slightly modified orphanages, became a Protestant supplement to the regular orphanage system, and a similar development produced among the Catholics a mixture of home and parochial school.

Later came the beginnings of the home-finding work, in 1890, when the Children's Home Society of California was organized. Still later have come allied institutions, like the rescue homes of the Salvation Army, the day nurseries and kindergartens, societies for the prevention of cruelty, the juvenile courts, and the children's hospitals.

All of these are so related at the present time that it is almost impossible to consider the work of any of them separately. The child born in the rescue home is often placed in an orphanage, or assigned to a placing-out agency for adoption. Many day nursery children become homeless, and like the foundlings must go to an institution giving permanent care; or because of ailments detected by the charity workers are admitted to the children's hospitals. The societies for the prevention of cruelty and the juvenile courts have their special duties in the legal action which is often necessary to compel proper arrangements.

From early times the state has been very free and paternal in approving and financing work for dependent, delinquent, and defective children. For the second, excellent state institutions have been

provided, and their work is supplemented by several private training schools and homes. A chapter will be given to these institutions for delinquents, and the one for the feeble-minded and epileptic.

Formerly state help for dependent children was given almost entirely through subsidies to private institutions. For the support of each full orphan, the institutions have drawn $100 per annum; for half-orphans and abandoned children, $75; for foundlings, $12.50 per month until eighteen months old. Of late years the amounts paid from the state treasury on this basis have diminished, and the amounts paid from the county treasuries for the support of dependents have increased. Both the state and the various counties have greatly increased the amounts paid to children in the care of county supervisors who are largely located in private homes. As these were mainly the children of widowed or abandoned mothers, the so-called mothers' pension law, which as elsewhere stated is but a paragraph added to an old statute, only enlarged the scope and more fully defined such action, opening the way for great increase in the public funds so appropriated.

Stuart A. Queen, secretary of the state board of charities and corrections, in a communication dated August 20, 1915, gave the following interesting information, which demonstrates and emphasizes the increased "outdoor relief" under this 1913 amendment to the law granting state aid to children.

> In answer to your inquiry as to the amount paid out by San Francisco County on mothers' pensions during the period of one year, I can give you the following figures for the fiscal year July 1, 1914, to July 1, 1915: a total of $85,363.90 was disbursed through the Widows' Pension Bureau of San Francisco County. Of this amount the State reimbursed the County to the extent of $55,884.81, the remainder of $29,479.09 being paid out of county funds.

In 1911 the state paid $248,599 directly to about 45 private institutions for the care of such dependents; and $180,801 to the various counties for the care of dependents, most of whom are not in institutions, on bills presented to the state by the county authorities. The same year from their own treasuries the counties appropriated $126,179 for the care of dependent children in private institutions, and $123,451 as aid to dependent children in family

homes. The details as to the location of these appropriations, aggregating $679,030, will be found in Chapter XV.

Speaking of those receiving state aid through the county authorities, W. Almont Gates, former secretary of the state board of charities, said:

> This money generally goes to widows who are trying to keep their families together. This should not be discouraged. The mother, if of good character, is the best person to care for her children, and the state or county should contribute all that is necessary to enable her to keep her family together, care for, and train them. We should never permit the demon poverty to tear the child from the arms of a good mother.*

In the report from which the above is quoted, Secretary Gates also made an interesting exhibit of the numbers of dependent children in California, and compared the aggregate with similar data derived from reports of various other states of the Union. He said:

> The number of dependent children in this state on September 30, 1909, was approximately as follows:

In the orphan asylums	5,322
In care of boards of supervisors	2,423
In care of children's home-finding societies	427
In county almshouses	50
Total	8,222

> This does not include the 600 children placed in free homes, but still under the supervision of the home-finding societies.†

Comparing this aggregate with the numbers reported by six of the northern states, Secretary Gates declared:

> In comparison with other states, the number of dependent children in California is exceedingly great, and the cost of their care correspondingly large. . . . We are the least in population of any of these states, but we have more dependent children than any two combined,—with the exception of New York. . . .
>
> We are putting our children into the institutions, while these other states are placing theirs out in homes. Even New York is coming to the front with more than 6,000 placed out in a single year." ‡

*California State Board of Charities and Corrections. Biennial Report, 1910, p. 28.

†Ibid., p. 33.

‡Ibid., pp. 33-34.

Group of Buildings

Farm Cottage

President and Cabinet

CALIFORNIA GEORGE JUNIOR REPUBLIC, Chino. (See p. 45)

Building Erected by the Boys

Baseball Squad in 1914

Eighth Grade Pupils, November, 1914

CALIFORNIA GEORGE JUNIOR REPUBLIC, Chino. (See p. 45)

Therefore, it is now realized that there is an abnormal amount of child-dependency in California, that the burden of expense is heavier than is just and right, and that children's institutions, especially those for permanent care, have multiplied beyond need or reason. These conclusions, reached independently by direct study of statistics by leading California social workers, are fortified and emphasized by the comparative table, drawn from the United States Census statistics, given in Chapter I.

So clear and definite are his statements of some of the reasons for present conditions, that a few pertinent and suggestive paragraphs from Secretary Gates' report may well be quoted here:

> There is no doubt that the main reason for so large child-dependency in this State is the ease with which our system permits parents to escape the duty of supporting their children. In almost no instance are the parents of illegitimate children made to contribute to their support. We relieve them from the consequences of their wrong, without even an injunction to "go and sin no more."
>
> Other parents separate for trivial causes, or one of them dies, and the children are placed in an orphan asylum. Possibly the parent placing them there agrees to pay for their care and perhaps does so for a time. This parent may be perfectly able to pay but does not care to, and there is no one to compel him. The orphan asylum, in need of funds, can not afford to keep these children without compensation, and the only other resource is to list them for State aid. They can not be placed out into homes, for this parent still has a claim upon them and may call for them at any time.
>
> Frequently the parent wishes to remarry, and the new foster parent does not like the "encumbrances," which up to this time the parent has supported. The "encumbrances" are sent to the orphan asylum, that their support may be shifted upon the public and the way made clear for the new family, which will now be started.
>
> The full extent of this abuse may be seen from the records of the State Board of Examiners. Last year (year ending June 30, 1910) claims for State aid to the orphan asylums were audited for only 637 full orphans and for 3,348 half-orphans. The enforcement of the liability of the living parent would undoubtedly reduce the amount paid in State aid nearly one-half.*

As remedies for these evils, Secretary Gates in the same report proposed the enactment of laws as follows:

*Ibid., p. 34.

1. That no state aid should be granted for the support of any child, unless the juvenile court has first declared it a dependent.

2. That judges should be empowered in proper cases to sever the rights of the parent in the child, and place it under guardianship of the state's selection.

3. That all institutions or societies caring for children receiving state aid, be amenable to state authority, and under the inspection and supervision of the State Board of Charities.

4. That all persons or organizations engaged in placing children in family homes, be under the supervision of the State Board of Charities and compelled to make reports and obtain a license annually to engage in such work.

The third and fourth of these provisions were enacted by the legislature of 1911; the laws were signed by Governor Hiram Johnson and are in active operation. The closing of several institutions whose work was below standard, and the limitation of placing-out work to approved and certified agencies, have already justified these statutory provisions. That even greater good results will follow these and other enactments is confidently expected by all true friends of child-helping work.

There is a growing conviction throughout the state that there should be less institutional care of dependents, and as far as possible children who can not be cared for by their parents should be placed in good family homes.

Dr. Walter Lindley of Los Angeles, formerly superintendent of the Whittier State School and later president of its board of trustees, in a paper upon The Evils of Institutional Childhood, said: "Every child placed in a good home with a good family stands at least five times the chance of proving a valuable, independent citizen that the child reared in the institution has."* Secretary W. A. Gates said: "The child trained in an institution completely loses the home idea. . . . If a child trained in an institution should marry and become the parent of children, quite likely he or she would turn again to the institution to raise their children. The best home-makers are raised in good homes."† Other Californians speak in words equally emphatic. It is there-

*National Conference of Charities and Correction. Proceedings, 1905, p. 129.

†Address before the Commonwealth Club, San Francisco, 1910, p. 8.

fore only natural that the placing-out agencies, the organizations for the location of needy and dependent children in family homes, should have increasing popularity and success. As in many of the eastern states, this form of child-helping is more and more accepted as the best method of providing for the permanently homeless child.

The California Situation

Putting the substance of this chapter into a few paragraphs which embody the consensus of opinion and the testimony of the facts so far presented, and which it is expected that the details of later chapters will confirm, the California situation is as follows:

1. There is an abnormal amount of child-dependency in California as compared to other states.

2. There are more institutions for the care of dependent children than a similar population requires in other states, and more than are really demanded by the California situation.

3. The state is paying unnecessarily large amounts for the institutional care of dependent children by outgrown methods.

4. The dependency of many children can be remedied by proper legislation, the application of proper methods of juvenile court work, adequate official supervision, and the conservation of family homes.

5. Child-placing in family homes is steadily gaining in public favor and increasing in actual practice.

6. The new laws, which give authority and supervisory functions over the private institutions receiving state support to the state board of charities, are likely to be of great benefit, both in standardizing the work and in diminishing the abuses by which state aid has been received by many not properly entitled to it.

PART TWO

ONE HUNDRED AND ONE INSTITUTIONS

Our country is now overrun with various charitable associations, many of which are being backed up by large means and larger enthusiasm. But nearly all such societies seem to me to be engaged in offering a form of merely temporary relief that invites a worse recurrence of the disease treated, or else they are wasting their energies in attempting to cure chronic ills which a wiser method of procedure might have prevented altogether.—William A. McKeever.

We who work with children realize why many of them are weak in mind and body, and know that in a majority of cases the parents themselves should have been in custodial care. If we can take our feeble-minded children now and segregate them, and prevent in the future their bringing children like or worse than themselves into the world, we are striking at the very root of the evil which now has our asylums and workhouses crowded; and we can do no greater thing for posterity.—Mrs. J. L. Pickering.

The key to the heart of a delinquent child is the same as that of the normal child, that is sympathy, some one to love him, to enter into his joys and sorrows, to be a sharer of his plans and ambitions. The neglect of this means of character building in institutions for delinquents has, however, not been greater than the neglect of it outside of such institutions. The best thought of the world in child study and in child psychology is needed to solve the problems of delinquency and of the methods to be employed in reformatory institutions. Our army of patient, conscientious reform school workers co-operate to discover the good that is in the bad boy or girl in the generous spirit of Christian sympathy and love for the unfortunate.—H. W. Charles.

These big d's we deal with, the defectives, the delinquents and the dependents, . . . are a fearful drag upon our civilization. If some new sudden calamity, like a pestilence, a wide-spread earthquake, or the whisk of a comet's tail, had at one time produced all this wreckage, how we would bestir ourselves, and how vivid and universal would be the realization of this evil to which long familiarity has made us supine. From the standpoint of eugenic evolution alone considered, these classes are mostly fit only for extermination in the interests of the progress of the race. Well for them that we are impelled to action by higher teaching than that of atheistic evolutionists. Some even of the social philosophers have opposed systematic benevolence. Nietzsche . . . condemned even Christianity because it so exalted pity, and thought so tenderly of and conserved the weak, the sick, the paupers and outcasts, who according to his thought ought to be left to their fate in the order of nature, which is to die out and leave the world for the best specimens of humanity.—G. Stanley Hall.

CHAPTER V

SHERMAN INSTITUTE

BEFORE entering upon the detailed study of public and private institutions for child-care belonging to the state of California, due recognition should be given to the United States government school for Indian children.

The Sherman Institute at Riverside for the care of Indian children and the training of Indian youth of both sexes was founded in 1901. It is the successor to a small private institution called the Perris School which was so successful in developing the character and capacity of children and youth of the Coast Indian tribes that Congress was induced to take up the task on a larger scale.

The first national appropriation was made, the site was secured, and the cornerstone of the main building was laid in 1901. The original plant of nine buildings was completed and the school was opened in July, 1902. It is named for the late James S. Sherman of New York, then a staunch friend of the movement, later vice-president of the United States.

The following description of the site and surroundings is from a pamphlet issued by Superintendent F. M. Conser:

> Sherman has not only the choicest location in California, but also the most desirable site in all Riverside Valley. This is on the famous Magnolia Avenue, where the street cars pass every twenty minutes. The Avenue, a broad boulevard with magnolias, great palms, and majestic eucalyptus trees on either side and graceful peppers down the center, has an especial charm, while on all sides stretch miles of orange and lemon groves and luxuriant tropical growth of every description. Surrounding all this are high mountain ranges, the peaks of which are white with snow during the greater part of the year. Such beauty is a great aid to happiness and contentment and must have an uplifting and refining influence upon any normal person, and particularly is it valuable to the young, who are impressionable and whose ideals are in the process of forming.*

* Sherman Institute Pamphlet, 1908.

The present plant has 34 buildings, all modeled after the mission style of architecture. The most imposing structure and the one about which all group, is the auditorium or school building. It contains class rooms, the library, principal's office, and an assembly room, the seating capacity of which is one thousand. There are six dormitory buildings, three for girls and three for boys. A general kitchen and dining hall provide for all the inmates. There is also a hospital, industrial halls for vocational training, and 16 cottages for the use of employes and teachers.

Superintendent Conser says in the same pamphlet:

The facilities for industrial training are now excellent. Special attention is given to the industrial courses, which are placed upon an equal plane with the academic. In all departments the work is definitely outlined in grades, each requiring examination for promotion, the final step being graduation with a certificate of the work covered.

The boys have a large industrial hall, including the departments of carpentry, painting and cabinet-making, blacksmithing and wagon-making, shoe and harness making, tailoring, and printing. In another building, known as the cold-storage plant and boiler house, is the engineering shop. This gives a practical course in steam-heating, steam-fitting, electrical connections (as in wiring buildings), and plumbing. In connection with this work is the steam laundry, which gives practice in engineering and manipulation of machinery. Another important industrial feature is gardening. With the forty acres of lawns, flowers, and shrubbery the boys have excellent advantages in landscape gardening, besides getting valuable lessons in horticulture obtained in vegetable gardening, orange culture, and the propagation of plants in the greenhouse. In addition to the foregoing is a modern bakeshop, which supplies all the bread and pastry consumed by the student body.

The individual is allowed the choice of his trade, and after proving himself capable is encouraged and urged to complete the course.

Corresponding with the boys' industrial building is the girls' domestic science hall. Here are the dressmaking department where the girls are taught by professional methods the complete dressmaking trade, the plain-sewing department, the primary sewing, and the needle-art room. The domestic science cooking department is also in this building. This includes a dining room and kitchen equipped for thorough training in cooking and serving in a scientific as well as a practical manner, and a convenient modern housekeeping cottage where the girls put into practice during their senior year, as a final test, their knowledge and skill in cook-

ery and general housekeeping as required in a private home. The entire work, under the direction of a graduate teacher, is one of Sherman's proudest departments and one which offers the girls great advantages. Housekeeping in all details is taught both by practice and theory. The many homes among the employes in which the girls can, if they wish, obtain employment along with their school work furnish good experience in private housekeeping, while the dormitories give training in institutional housekeeping, both of which are very important. Laundering is also emphasized. This is given as a special course called "family washing," in which the work is taught and executed as it would be done in a private family.*

From these statements it will be seen that in its general purpose it is similar to the institutions at Carlisle, Pennsylvania, and Hampton, Virginia. Its main work is the education and manual training of Indian boys and girls fourteen to twenty-one years of age, belonging principally to tribes on reservations in California and Nevada, with a few from Oregon and Washington.

While distinctively a training school for Indian youth, it has to some extent become an orphanage. To this institute dependent Indian children six to fourteen years of age are sent for continuous care. The older boys and girls who have homes and relatives return to them for two or three months each year, but the homeless dependents remain at the institute until fitted for self-support. Of this class there are from 40 to 60 at all times at the school. The total average number of inmates is about 300.

Because the institute is under national control and receives only Indians as inmates, it is not tabulated with the institutions wholly belonging to California. This descriptive statement will be sufficient recognition of its location and work.

*Ibid.

CHAPTER VI

INSTITUTIONS FOR DEFECTIVE AND DELINQUENT CHILDREN

THE direct work of the state of California in the care of children has been mainly confined to those of deficient mentality, or those classed as delinquent. This survey is chiefly interested in private institutions caring for dependent and delinquent children, but would be incomplete without an equally careful record of the provision made by the state for these special classes. A brief description of the four institutions is therefore given.

For convenience of reference and in tabulating, it has seemed best to join with these the four institutions under private management caring for delinquent children. This places in a single chapter and table the entire work of the state for the permanent care of defectives and delinquents.

The plan followed throughout this study is to give brief textual mention of each institution, the number and name corresponding to those in the table at the end of the chapter, where the detailed statistics can be visualized and compared. Space limitations preclude anything more than mere mention of things of greatest interest, in addition to the necessary descriptive matter and a few of the principal statistics. The institutions are listed alphabetically by location.

UNDER PUBLIC MANAGEMENT

FOR FEEBLE-MINDED

1. SONOMA STATE HOME, Eldridge

Founded, 1885. State home for the care and training of feeble-minded and epileptic children. Only institution in the state for these classes. Excellent buildings; large grounds; healthful location. Several small cottages

Avenue at Entrance to Institution

Main Buildings

Oak Lodge—One of the Cottages

SONOMA STATE HOME, Eldridge. (See p. 42)

Lux Cottage

Institution Choir

A Class in Sloyd

SONOMA STATE HOME, Eldridge. (See p. 42)

and special schools for high grade imbeciles. Some ultimately return to parents and homes for permanent residence. Present population (1914) exceeds 1,000, and the legislature has been asked to provide at an early day increase in accommodations up to 1,200.

Main statistics for year ending June 30, 1912:

Value of property	$718,700
Capacity	1,070
Regular employes	142
Average children in care	936
Annual maintenance	$179,782
Average expense per capita	$192

For Delinquents

2. Preston School of Industry, Ione (P. O. Waterman)

Founded, 1889. State industrial school for delinquent boys. Institution for northern part of state. Good buildings; 600 acres of land; modern equipment. Receives boys eleven to twenty-one years. Parole system. When a boy has accumulated sufficient credits he is recommended to the board of trustees for parole. Those paroled under supervision of special officers. About 33 per cent of boys from normal homes, where parents are living together. It is claimed that over 60 per cent of the boys paroled "make good."

Main statistics for year ending June 30, 1912:

Value of property	$650,000
Capacity	550
Regular employes	68
Average children in care	391
Annual maintenance	$152,939
Average expense per capita	$391

3. California School for Girls, Ventura

Founded, 1914. State industrial school for delinquent girls. Trustees have taken into their control the girls heretofore in Girls' Department, Whittier State School. In October, 1915, they still occupied cottages at Whittier. Site for new school near Ventura. Plant nearly complete. The superintendent, Mrs. C. M. Weyman, wrote at above date: "It is not likely that we will move before February

or March of next year. We consider it inadvisable to take 75 girls up there during the construction of the seven buildings now being erected. Three cottages are completed and furnished at this time, but eager as we are to occupy them, it is too great a hazard to move in while there are so many workmen on the premises."

Main statistics for year ending July 18, 1914:

Value of property (new plant at Ventura)	$125,000
Capacity	100
Regular employes	23
Average children in care	55
Annual maintenance	$27,393
Average expense per capita	$498

4. WHITTIER STATE SCHOOL, Whittier

Founded, 1889. State industrial school for delinquent boys. Institution for southern part of state. Until founding of California School for Girls, had been a reform school for both sexes, with cottages for girls one mile from administration and boys' buildings. Entire plant to be used for boys in future. Fine ranch of several hundred acres, including orchards and walnut grove. Some excellent modern cottages; main building to be remodeled, and capacity of school (1914) temporarily reduced to 175. Parole system. A certain number of credits entitle inmates to recommendation to trustees for parole. Those on parole supervised by special officers. School and training facilities good. Excellent work done on many lines.

Main statistics for year ending June 30, 1912:

Value of property	$562,100
Capacity	400
Regular employes	70
Average children in care	306
Annual maintenance	$151,304
Average expense per capita	$494

UNDER PRIVATE MANAGEMENT

FOR DELINQUENTS

5. CALIFORNIA GIRLS' TRAINING HOME, 520 Lincoln Avenue, Alameda

Founded, 1888. An institution for the care and

training of wilful and delinquent girls. Vocational training in connection with care a feature added in recent years. Four-story frame building, not fully modern, on a tract 200 x 300 feet, surrounded by high board fence, in good residence part of city. Accommodates 40 girls, giving each a separate room. The management asks that all wards stay at least two years. School to the eighth grade on the premises. Special training in housekeeping, laundry work, plain sewing, dressmaking, and millinery. A few aided to outside instruction in nursing and stenography. Most inmates stay until able to go out and support themselves.

Main statistics for year ending February 1, 1910:

Value of plant	$40,000
Amount of endowment	$3,000
Capacity	40
Regular employes	5
Average children in care	23
Annual maintenance	$4,182
Average expense per capita	$182

6. CALIFORNIA GEORGE JUNIOR REPUBLIC, Chino

Founded, 1908. An institution for the industrial training and character improvement of wayward and incorrigible boys. After the pattern and on the general basis of the original George Junior Republic at Freeville, New York. On a ranch of 230 acres, with seven buildings suited to the needs of the institution. For a short time after founding, cared for both sexes; present plant not being adapted to adequate separation and discipline, to avoid complications on account of sex, work was limited to boys. Boys are expected to remain until they "have demonstrated five characteristics, namely: First, a purpose or aim in life; second, a plan to work out that purpose; third, pluck; fourth, push; fifth, perseverance."

Main statistics for year ending July 1, 1914:

Value of property	$55,100
Capacity	90
Regular employes	21
Average children in care	75
Annual maintenance	$43,471
Average expense per capita	$580

7. HOUSE OF THE GOOD SHEPHERD, Pico and Arlington Streets, Los Angeles

Founded, 1904. An institution for the care of older girls who are practically incorrigible. Managed by the Sisters of Mercy of the Roman Catholic church. Fine three-story brick building, modern, on tract of several acres in excellent residence part of city. Training in housework, sewing, and laundry. Claim to give the girls good educational advantages.

Main statistics for year ending December 31, 1910:

Value of property	$100,000
Capacity	100
Regular employes	10
Average children in care	79
Annual maintenance	$15,887
Average expense per capita	$201

8. ST. CATHERINE'S HOME, 901 Potrero Avenue, San Francisco

Founded, 1858. An institution for the care and training of delinquent and dependent girls. Managed by the Sisters of Mercy of the Roman Catholic church. Main work, industrial training of wayward girls, and especially those inclined to immorality. Some merely dependent admitted. Sometimes called the Magdalen Home, but this title resented by the Sisters as their work is not confined to this class. Three-story and attic brick building, modern, on commanding site of eight acres, central in city. Training given in housework, needlework, cooking, and laundry work.

Main statistics for year ending December 31, 1913:

Value of property	$250,000
Capacity	135
Regular employes	15
Average children in care	100
Annual maintenance	$31,175
Average expense per capita	$312

TABLE 1.—INSTITUTIONS FOR DEFECTIVE AND DELINQUENT CHILDREN. UNDER PUBLIC OR PRIVATE MANAGEMENT

SECTION A. GENERAL AND FINANCIAL

(Footnotes will be found at the close of each table. For list of abbreviations used see p. xiii.)

	Location and name	Year of founding	Type of housing	Beneficiaries: Class	Beneficiaries: Sex	Beneficiaries: Age limits for Recep.	Beneficiaries: Age limits for Disch.	Statistics, yr. ending[a]	Capacity	Cost of plant per bed[b]	Value of property: Plant	Value of property: Endowment	Value of property: Total
PUBLIC MANAGEMENT													
Defectives													
1	ELDRIDGE: Sonoma State Home	1885	Mixed	Feeble-minded	Both	1 yr. up	None	June 30, 1912	1,070	$672	$718,700	..	$718,700
Delinquents													
2	IONE: Preston School of Industry	1889	Mixed	Del.	Boys	11–21	21	June 30, 1912	550	1,182	650,000	..	650,000
3	VENTURA: California School for Girls	1914	Cott.	Del.	Girls	11–21	21	July 18, 1914	100[c]	1,250	125,000	..	125,000
4	WHITTIER: Whittier State School	1889	Mixed	Del.	Boys	11–21	21	June 30, 1912	400[d]	1,405	562,100	..	562,100
PRIVATE MANAGEMENT													
Delinquents													
5	ALAMEDA: California Girls' Training Home	1888	Congr.	Del.	Girls	8–17	17	Feb. 1, 1910	40	1,000	40,000	$3,000	43,000
6	CHINO: California George Junior Republic	1908	Cott.	Del.	Boys	14–21	21	July 1, 1914	90	612	55,100	..	55,100
7	LOS ANGELES: House of the Good Shepherd[e]	1904	Congr.	Del.	Girls	11–21	21	Dec. 31, 1910	100	1,000	100,000	..	100,000
8	SAN FRANCISCO: St. Catherine's Home[e]	1858	Congr.	Del.	Girls	10–18	18	Dec. 31, 1913	135	1,852	250,000	..	250,000
	Total for delinquents . . .								1,415	$1,260	$1,782,200	$3,000	$1,785,200
	Grand total for defectives and delinquents								2,485	$1,006	$2,500,900	$3,000	$2,503,900

TABLE 1 (*continued*).—SECTION B. COMPARATIVE CURRENT STATISTICS

Location and name	Annual expense for maintenance				Public funds rec'd			Average number of		
	Total	Per capita[f]	Salaries		Amount	Per capita[f]	Per cent of exp.	Regular employes	Chdn. in care	Chdn. per employe
			Amount	Per capita[f]						
PUBLIC MANAGEMENT										
Defectives										
1 ELDRIDGE: Sonoma State Home	$179,782	$192	$84,216	$90	$179,782	$192	100	142	936	6.6
Delinquents										
2 IONE: Preston School of Industry	152,939	391	59,640	153	152,939	391	100	68	391	5.8
3 VENTURA: California School for Girls	27,393	498	14,420	262	27,393	498	100	23	55	2.4
4 WHITTIER: Whittier State School	151,304	494	59,436	194	151,304	494	100	70	306	4.4
PRIVATE MANAGEMENT										
Delinquents										
5 ALAMEDA: California Girls' Training Home	4,182	182	1,709	74	901	39	22	5	23	4.6
6 CHINO: California George Junior Republic	43,471	580	14,836	198	12,057	161	28	21	75	3.6
7 LOS ANGELES: House of the Good Shepherd[e]	15,887	201	1,560	20	400	5	3	10	79	7.9
8 SAN FRANCISCO: St. Catherine's Home[e]	31,175	312	2,640	26	14,066	141	45	15	100	6.7
Total for delinquents	$426,351	$414	$154,241	$150	$359,060	$349	84	212	1,029	4.9
Grand total for defectives and delinquents	$606,133	$308	$238,457	$121	$538,842	$274	89	354	1,965	5.6

TABLE 1 (*concluded*).—SECTION C. STATISTICS OF CHILDREN

	Location and name	In inst. beginning of yr.	Rec'd during yr.	Total in care	Placed in fam. homes	Ret. to kin or friends	Died	Disposed of otherwise	In inst. close of yr.	Under supvn. close of yr.
PUBLIC MANAGEMENT										
Defectives										
1	ELDRIDGE: Sonoma State Home	919	162	1,081	..	24	74	37	946	19
Delinquents										
2	IONE: Preston School of Industry	406	228	634	..	224	2	38	370	349
3	VENTURA: California School for Girls	26	50	76	8	2	..	11	55	54
4	WHITTIER: Whittier State School	357	247	604	..	36	..	283	285	327
PRIVATE MANAGEMENT										
Delinquents										
5	ALAMEDA: California Girls' Training Home	21	19	40	4	6	..	5	25	..
6	CHINO: California George Junior Republic	64	69	133	..	43	..	21	69	..
7	LOS ANGELES: House of the Good Shepherd[e]	80	25	105	..	10	..	17	78	..
8	SAN FRANCISCO: St. Catherine's Home[e]	100	90	190	10	25	..	55	100	..
	Total for delinquents	1,054	728	1,782	22	346	2	430	982	730
	Grand total for defectives and delinquents	1,973	890	2,863	22	370	76	467	1,928	749

[a] Applies to all sections of this table.
[b] Based on capacity.
[c] At the date of the report the School for Girls still occupied cottages at Whittier; the Ventura plant ready in 1915.
[d] Pending repairs or remodeling of main building, temporarily reduced to 175 in 1914.
[e] Roman Catholic; all others in this table nonsectarian.
[f] Based on average number in care.

CHAPTER VII

JUVENILE DETENTION HOMES

THE detention homes of the county juvenile courts are the only child-caring institutions in California under public management, except the four state institutions described in the preceding chapter. They are, as the name implies, intended to detain the children in comfort and safety, but only until their cases may be adjusted by proper court process; and are more generally used for dependent children, or those merely wayward, than for the more positively delinquent.

Dependents awaiting adjudication of their status, or pending search for responsible relatives, are often held in these homes for several weeks or even months, making the institutions modified children's homes. This prolonged stay of inmates is allowed less in the counties of Alameda, Los Angeles, and San Francisco, where institutions for more permanent care are available, than in the more sparsely populated counties. The function of the detention home closely corresponds to that of the receiving homes of the child-placing agencies.

Probation officers have estimated that at least three-fifths, and in some counties nine-tenths, of all children held in the detention homes are simply dependents under care because of misfortunes and not because of personal faults. Accurate statistics on this point can not now be obtained. When positively delinquent children are taken to these homes, special efforts are made to have a speedy hearing of their cases, so that they may be sent to the state schools or disposed of otherwise. For this reason the detention homes are each year becoming more and more related to the care of dependent children. As new ones are being established every year, the list given in this chapter is only approximately complete.

The difficulty of obtaining statistics for tabulation is very marked in regard to detention homes. In some of them no

records are kept, such work being done at the probation offices. In others only such records are kept as will enable the caretakers to prepare their per diem accounts for the county auditors. In the probation offices the records usually relate to numbers and kinds of cases, many of the children involved not being actually in care more than a few hours, and the majority not going to the detention home. It is therefore not easy even for the probation officers to arrange data relating to those children actually in care at these institutions. Failure to respond is not always a refusal to co-operate. The failure is often due to actual inability, because of imperfect records, to provide definite statistics.

From 10 counties sufficient data were received to permit of tabulation. Brief outlines of these reports follow. In the table they are listed alphabetically by counties, being county institutions. Below they are given the same number and order, the name being followed by the city and county. Because of the brief stay and rapid changes of inmates, the average per capita cost is based on the total number in care during the year.

1. JUVENILE DETENTION HOME, 413 Nineteenth Street, Oakland, Alameda County

Founded, 1909. One of the best organized and most efficient probation offices and detention homes on the Pacific coast. Good two-story frame building of 16 rooms; offices and home in same plant. Nine probation officers, two of whom devote entire time to work with children. An efficient county probation committee. Regular physicians—men for the boys, women for the girls.

Main statistics for year ending June 30, 1914:

Value of property	Rented
Capacity	20
Regular employes	5
Average children in care	12
Total in care during year	622
Annual maintenance	$12,800
Average expense per capita	$21

2. JUVENILE DETENTION HOME, Fresno, Fresno County

Founded, 1914. Not yet in operation a full year when report was made; statistics estimated for balance of year for tabulation purposes.

Main statistics for year ending December 31, 1914:

Value of property	$15,000
Capacity	24
Regular employes	2
Average children in care	10
Total in care during year	200
Annual maintenance	$2,400
Average expense per capita	$12

3. JUVENILE DETENTION HOME, Susanville, Lassen County

Founded, 1914. Not yet in operation a full year; statistics estimated for balance of year for tabulation purposes.

Main statistics for year ending December 31, 1914:

Value of property	Rented
Capacity	4
Regular employes	2
Average children in care	2
Total in care during year	4
Annual maintenance	$1,000
Average expense per capita	$250

4. JUVENILE HALL, 711 Eastlake Avenue, Los Angeles, Los Angeles County

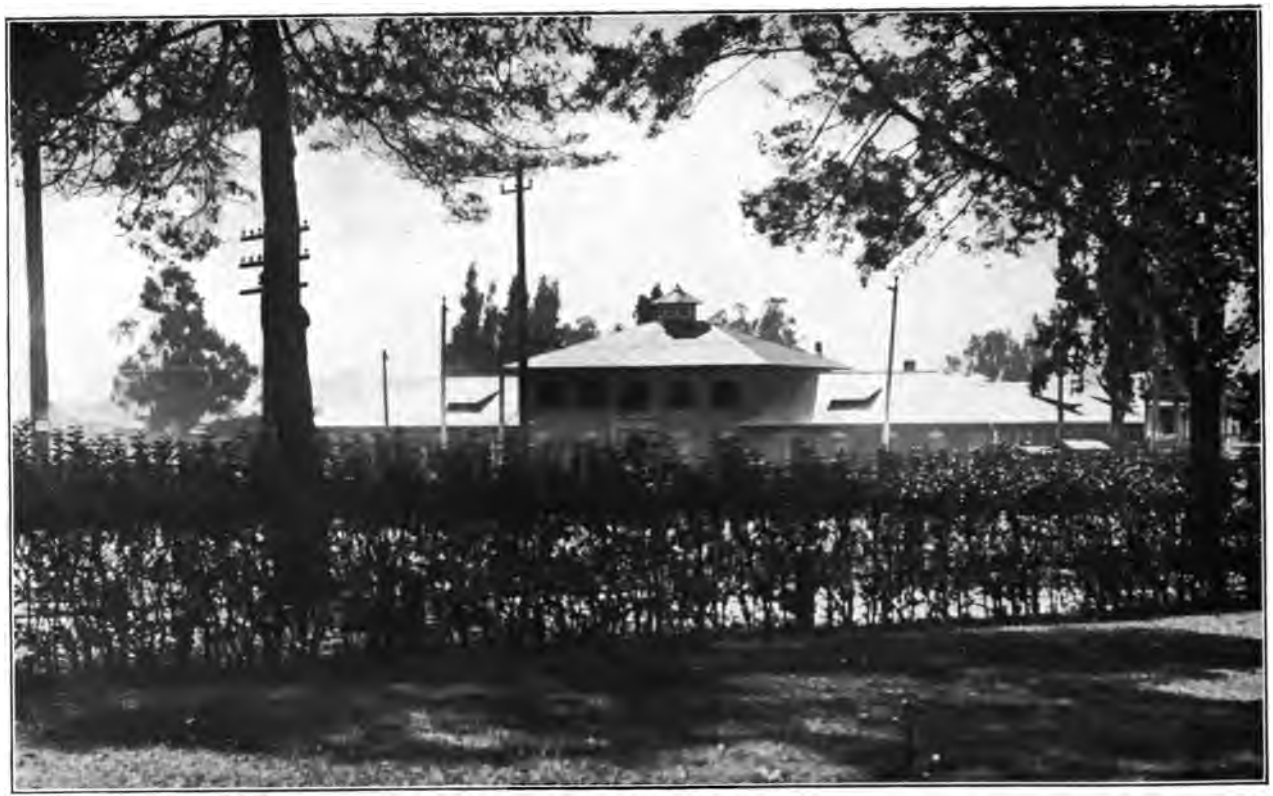
Founded (the new building), 1912. A fine structure of brick and reinforced concrete, modern, sanitary, practically fireproof, with latest scientific appliances and conveniences. Finest detention home in the west; one of the best in the country. The force of probation officers is about 30, several of whom are assigned exclusively to work with children. Excellent record system; report complete in all items as first furnished.

Main statistics for year ending December 31, 1913:

Value of property	$125,000
Capacity	90
Regular employes	15
Average children in care	63
Total in care during year	1,083
Annual maintenance	$30,154
Average expense per capita	$28

5. JUVENILE DETENTION HOME, Riverside, Riverside County

Founded, 1910. Fine concrete building, planned and erected for this use. The accommodations exceed present



Front View Through Grove
JUVENILE HALL, Los Angeles. (See p. 52)

Rear View, Showing Extent of Structure

Patio or Inner Court

JUVENILE HALL, Los Angeles. (See p. 52)

needs, but show excellent county spirit in providing for the future.

Main statistics for year ending December 31, 1913:

Value of property	$15,000
Capacity	30
Regular employes	3
Average children in care	18
Total in care during year	64
Annual maintenance	$3,700
Average expense per capita	$58

6. JUVENILE DETENTION HOME, 1015 O Street, Sacramento, Sacramento County

Founded, 1909. Good two-story frame house, 14 rooms, modern.

Main statistics for year ending June 30, 1914:

Value of property	Rented
Capacity	12
Regular employes	1
Average children in care	3
Total in care during year	206
Annual maintenance	$2,488
Average expense per capita	$12

7. JUVENILE DETENTION HOME, 999 B Street, San Bernardino, San Bernardino County

Founded, 1909. Two-story frame house, 12 rooms, partly modern, on excellent grounds. Building inadequate for amount of work done. Proper separation of delinquents and dependents impossible.

Main statistics for year ending January 1, 1911:

Value of property	$6,000
Capacity	12
Regular employes	2
Average children in care	9
Total in care during year	127
Annual maintenance	$3,770
Average expense per capita	$30

8. JUVENILE DETENTION HOME, Otis Street, San Francisco, San Francisco County

Founded (temporary building), 1907. For several years in rented building, 2344 Sutter Street, which is still occupied during 1915. In June, 1914, the county board of

supervisors secured a lot 137.5 feet square in the center of the city and began the erection of a new detention home, to cost about $125,000.

According to the San Francisco *Chronicle* of October 10, 1915, the building was then nearing completion. The description given by the newspaper indicates that it is of the best modern construction, and contains nine stories and basement. It affords every possible facility for the care and segration of all classes of inmates, their instruction, recreation, and employment, and their physical and psychological examination and treatment by expert physicians, surgeons, and neurologists. The sum originally voted for the structure proved too small. The *Chronicle* stated that the board of supervisors had already appropriated for it $161,381. Probably more will be required, and from $10,000 to $20,000 additional for furniture and equipment. The site was donated by the board of education, so the entire expense is in the building and its furnishings. The total value of the property will exceed $200,000. When this splendid plant is completed San Francisco will have as fine a detention home as can be found in the United States. The figures below for property and capacity are the original figures for the new plant, and are retained, as the tables were in type when this late report came to hand; the remainder of the statistics are for the children cared for in the rented plant on Sutter Street.

Main statistics for year ending June 30, 1914:

Value of property	$125,000
Capacity	80
Regular employes	9
Average children in care	53
Total in care during year	1,334
Annual maintenance	$19,820
Average expense per capita	$15

9. JUVENILE DETENTION HOME, 122 East Figueroa Street, Santa Barbara, Santa Barbara County

Founded, 1911. An ordinary residence property valued at $5,000. A very large majority of the children cared for in this home are Spanish or Mexican.

Main statistics for year ending June 30, 1914:

Value of property	Rented
Capacity	20
Regular employes	3
Average children in care	19
Total in care during year	114
Annual maintenance	$3,099
Average expense per capita	$27

10. JUVENILE DETENTION HOME, Ventura, Ventura County

Founded, 1909. An ordinary residence property valued at $3,000.

Main statistics for year ending December 31, 1913:

Value of property	Rented
Capacity	3
Regular employes	1
Average children in care	3
Total in care during year	36
Annual maintenance	$1,500
Average expense per capita	$42

In addition to the 10 detention homes outlined and tabulated, there are eight more according to a list furnished in July, 1914, by the state board of charities and corrections. Of these, five were visited when the field work of the study was in progress. They are listed the same as the preceding 10, giving such facts as are available, but omitted from the table for lack of detailed statistics.

11. JUVENILE DETENTION HOME, Martinez, Contra Costa County.

12. JUVENILE DETENTION HOME, Eureka, Humbolt County

Said to be a good home doing a general work. Owing to lack of railroad facilities this county is compelled to do much work for children that in some of the interior counties would go to institutions beyond their border.

13. JUVENILE DETENTION HOME, Santa Ana, Orange County

Founded, 1910. Modified residence property, value $6,000. Capacity, 12. Regular employes, 2. Total maintenance, year ending June 30, 1911, was $1,500. The children cared for are nearly all dependents.

14. JUVENILE DETENTION HOME, Monterey, Salinas County.

15. JUVENILE DETENTION HOME, San Diego, San Diego County

Somewhat isolated location outside the city. Building in bungalow style, value about $5,000. Cost of main-

tenance, year ending June 30, 1911, was $2,497. The number of children in care said to be comparatively small.

16. JUVENILE DETENTION HOME, 812 Van Buren Street, Stockton, San Joaquin County

Two-story frame residence of 20 rooms, modern, adapted for present use. Capacity, 24. Regular employes, 4. Total maintenance, 1911, was $4,247. Average in care, 18. Have semi-prison arrangements, including high fences and wire-netting topped play yards. Major part of work for dependents. Conditions quite good, except the prison conditions and discipline.

17. JUVENILE DETENTION HOME, San Jose, Santa Clara County

Established in March, 1912. Located on ground floor of Hall of Justice and consists of two dormitories, one for boys and one for girls; total capacity about 20, with living rooms for matron and children, dining room, kitchen, and so forth. Average stay of inmates about five days each. About eight children a month are placed in family homes; the remainder in various institutions. Called by the county probation officer a "retention jail." Plans for a regular detention home in a separate building now (March, 1915) before the county board.

18. JUVENILE DETENTION HOME, Santa Rosa, Sonoma County

Ordinary eight-room residence, leased and adapted. Two regular employes. Effort is being made to have the institution as much like a family home as possible. Average six children in care.

Some of the other counties of the state, instead of providing a detention home, arrange with reputable citizens living in suitable houses for the board of children detained to await court action. Where the population is small such an arrangement covers all the ordinary necessities of juvenile detention.

TABLE 2.—JUVENILE DETENTION HOMES. UNDER PUBLIC MANAGEMENT

SECTION A. GENERAL AND FINANCIAL

	Location and name	Year of founding	Beneficiaries				Statistics, yr. ending[a]	Capacity	Cost of plant per bed[b]	Property occupied	
			Class	Sex	Age limits for					Proprietorship	Value
					Recep.	Disch.					
1	Alameda Co., Oakland Juvenile Detention Home	1909	Dep., del.	Both	Inf.–21	21	June 30, 1914	20	..	Rented	..
2	Fresno Co., Fresno Juvenile Detention Home[c]	1914	Dep., del.	Both	Inf.–21	21	Dec. 31, 1914	24	$625	Owned	$15,000
3	Lassen Co., Susanville Juvenile Detention Home[c]	1914	Dep., del.	Both	Inf.–21	21	Dec. 31, 1914	4	..	Rented	..
4	Los Angeles Co., Los Angeles Juvenile Hall	1912	All	Both	Inf.–21	21	Dec. 31, 1913	90	1,389	Owned	125,000
5	Riverside Co., Riverside Juvenile Detention Home	1910	All	Both	Inf.–21	21	Dec. 31, 1913	30	500	Owned	15,000
6	Sacramento Co., Sacramento Juvenile Detention Home	1909	All	Both	Inf.–21	21	June 30, 1914	12	..	Rented	..
7	San Bernardino Co., San Bernardino Juvenile Detention Home	1909	Dep., del.	Both	6–18	18	Jan. 1, 1911	12	500	Owned	6,000
8	San Francisco Co., San Francisco Juvenile Detention Home	1907	All	Both	Inf.–21	21	June 30, 1914	80	1,563	Owned[d]	125,000
9	Santa Barbara Co., Santa Barbara Juvenile Detention Home	1911	All	Both	Inf.–21	21	June 30, 1914	20	..	Rented	..
10	Ventura Co., Ventura Juvenile Detention Home	1909	All	Both	Inf.–21	21	Dec. 31, 1913	3	..	Rented	..
	Total							295	$1,212[e]		$286,000

TABLE 2 (*continued*).—SECTION B. COMPARATIVE CURRENT STATISTICS

	Location and name	Annual expense for maintenance					Public funds rec'd		Average number of		
		Total	Per capita[f]	Salaries			Amount	Per cent of exp.	Regular employes	Chdn. in care	Chdn. per employe
				Amount	Per capita[f]	Per cent of exp.					
1	Alameda Co., Oakland Juvenile Detention Home	$12,800	$21	$5,700	$9	45	$12,800	100	5	12	2.4
2	Fresno Co., Fresno Juvenile Detention Home[e]	2,400	12	1,200	6	50	2,400	100	2	10	5.0
3	Lassen Co., Susanville Juvenile Detention Home[e]	1,000	250	600	150	60	1,000	100	2	2	1.0
4	Los Angeles Co., Los Angeles Juvenile Hall	30,154	28	11,060	10	37	30,154	100	15	63	4.2
5	Riverside Co., Riverside Juvenile Detention Home	3,700	58	1,500	23	41	3,700	100	3	18	6.0
6	Sacramento Co., Sacramento Juvenile Detention Home	2,488	12	900	4	36	2,488	100	1	3	3.0
7	San Bernardino Co., San Bernardino Juvenile Detention Home	3,770	30	1,440	11	38	3,770	100	2	9	4.5
8	San Francisco Co., San Francisco Juvenile Detention Home	19,820	15	7,320	5	37	19,820	100	9	53	5.9
9	Santa Barbara Co., Santa Barbara Juvenile Detention Home	3,099	27	830	7	27	3,099	100	3	19	6.3
10	Ventura Co., Ventura Juvenile Detention Home	1,500	42	600	17	40	1,500	100	1	3	3.0
	Total	$80,731	$21	$31,150	$8	39	$80,731	100	43	192	4.5

TABLE 2 (*concluded*).—SECTION C. STATISTICS OF CHILDREN

	Location and name	In home beginning of yr.	Rec'd during yr.	Total in care	Placed in fam. homes	Ret. to kin or friends	Died	Disposed of otherwise	In home close of yr.	Under supvn. close of yr.[g]
1	Alameda Co., Oakland Juvenile Detention Home	7	615	622	..	..	..	610	12	422
2	Fresno Co., Fresno Juvenile Detention Home[e]	..	200	200	20	90	..	80	10	323
3	Lassen Co., Susanville Juvenile Detention Home[e]	2	2	4	..	2	..	..	2	8
4	Los Angeles Co., Los Angeles Juvenile Hall	58	1,025	1,083	192	584	..	243	64	2,200
5	Riverside Co., Riverside Juvenile Detention Home	10	54	64	..	20	..	25	19	108
6	Sacramento Co., Sacramento Juvenile Detention Home	4	202	206	43	62	..	98	3	26
7	San Bernardino Co., San Bernardino Juvenile Detention Home	10	117	127	9	98	..	14	6	12
8	San Francisco Co., San Francisco Juvenile Detention Home	53	1,281	1,334	130[h]	1,051[h]	..	100[h]	53[h]	1,000[h]
9	Santa Barbara Co., Santa Barbara Juvenile Detention Home	5	109	114	..	38	..	70	6	246
10	Ventura Co., Ventura Juvenile Detention Home	3	33	36	..	20	..	13	3	30
	Total	152	3,638	3,790	394	1,965	..	1,253	178	4,375

[a] Applies to all sections of this table.
[b] Based on capacity.
[e] Statistics for latter half of year estimated.
[d] Being erected at date of report.
[e] Found after deducting capacity of homes in rented property.
[f] Based on total number of children in care.
[g] In charge of county probation officers.
[h] Partly estimated.

CHAPTER VIII

CHILD-PLACING AGENCIES

CHILD-PLACING in the families of relatives, or at least in those of the same tribe or race, was the original method of providing for dependent or neglected children. It can be traced back in historical records for over three thousand years. It became especially important in the early centuries of the Christian era. With numerous modifications, due to the changing needs and conditions of society, it has continued through the centuries to the present time in the various nations included in what is sometimes called western civilization.

Orphanages and other similar institutions for children are first mentioned near the close of the second century of the Christian era. They increased in number, size, and importance for many centuries, and are still material factors in child welfare work in many nations. But along with them in all ages, and in some degree practiced by orphanage officials, child-placing in families was continued. It was only by thus arranging for their wards that any limitation short of full adult life could be put upon their stay in the institutions. And some peoples, particularly the Jews, remained loyal to the original method down to recent times. The first Jewish orphanage was founded in 1847 at Frankfort, Germany.

In this country up to the middle of the nineteenth century the institutional plan may be said to have had the right of way. Even to the present time new institutions continue to multiply in most parts of the nation. In the days of the fathers and also in the more recent years, when sympathetic hearts yearned over orphan and other homeless children, the first thought was to erect a home or asylum for their care. As a result the land has been dotted with orphanages which, however congested their halls, were never able to receive more than a fraction of the little ones appealing for aid.

But a new era in child-helping work recently began. In con-

nection with numerous changes in the type of institutional service, and great advance in the quality of institutional care, these latter years have seen a rediscovery of the original plan of providing for dependent children. Perhaps it was only the direct application of the intensive scientific methods of the age to a plan never entirely out of use. Child-placing in families by incorporated societies using paid trained workers and operating systematically was the most important development in child welfare work during the latter half of the nineteenth century.

The rediscovery of the old plan, or the modernization of the ancient method, resulted from a new and special realization of the value and purposes of the family home—God's original institution for the rearing of children. To the general idea was soon added the conviction in many minds that the family home is also a divinely prepared place for the rearing of dependent children, and far better than any man-made institution. Like other divine provisions for human need, the supply of suitable homes always equals the sad demand of needy childhood. Institutions may be filled and their doors closed in the face of appealing juvenile need, but it has become a social proverb that "there is a childless home for every homeless child."

The new emphasis put upon child-placing in families does not imply antagonism to all institutions; only a modification of ideas as to their proper sphere and usefulness. For emergency cases and temporary care some institutions will always be required. In behalf of abnormal and defective children there will always be a field for institutional service. For children who require special medical, surgical, or psychological treatment, or general social training to fit them for favorable entrance into private families, institutions are a necessity. And for the care of children pending legal or other decisions as to their needs or status, or while search is being made for responsible relatives, good institutional care is frequently desirable and advantageous. But for normal dependent children who are permanently homeless, there is no place so desirable as a foster home in a carefully selected family.

To place the homeless child within the portals of the childless home is the first and principal purpose of the child-placing agencies. They are specially organized societies engaged in sys-

tematic home finding for normal dependent children. Incidentally these organizations do a great deal of family rehabilitation, relieve much temporary destitution, and make arrangements for the admission of special cases into remedial or reformatory institutions. The tendency now is to enlarge the scope of such agency work and include practically all lines of effort necessary to either directly provide for, or through co-operating organizations to arrange for, any need of a dependent or homeless child.

The Children's Aid Society of New York began child-placing work in 1853. The Henry Watson Children's Aid Society of Baltimore was founded in 1860; the Boston Children's Aid Society, in 1864; the Children's Aid Society of Pennsylvania, in 1882; and the association now known as the Illinois Children's Home and Aid Society, in 1883. Then quickly followed about 30 other state societies, now federated in the National Children's Home Society. Many minor home-finding societies also have been organized. A more general discussion of child-placing in families will be found in Chapter XIX.

The use of the family home has not been confined to the permanent placement of children in free homes for adoption, or to be reared to maturity as members of the families, although not bearing the family name. In Boston and some other eastern cities, carefully chosen private homes have long been used as boarding places for temporarily dependent children, instead of housing them in congregate institutions as in former years. The boarded children remain wards of the placing-out agency and are under constant supervision. This and other variations of the placing-out method of child-care have spread from the Atlantic to the Pacific. At the present time the best classes of philanthropic workers are multiplying the uses of the family home in the care of dependent children, and minimizing the number of those to be permanently cared for in institutions.

In California, as already noted, the orphanage plan of caring for dependent children early covered the state with institutions. Yet in 1890 the Children's Home Society of California was organized with headquarters at Los Angeles. It is a member of the National Children's Home Society and has gradually won an important position among the child-helping institutions of the state.

Other organizations emphasizing various phases of the home placement idea have been established in more recent years. As time passed, the use of the family home instead of the congregate institution has received greater recognition and, in spite of the prevalence of orphanages and homes, has become quite popular in many parts of the state. Even those most closely related to the institutions realize that placing-out agencies are valuable parts of the child welfare system, for placement in a family home is after all the ultimate destiny of all those in institutional care.

The great need at present is better mutual understanding between the child-placing agencies and the institutions. There should be definite co-operation where now there is more or less of opposition. There is a field for the agency as well as one for the institutions. The first is covered by the three terms investigation, placing-out, and supervision; the other in the more or less permanent care and vocational or other training required by special classes and some normal children whose status is not clearly defined, or who are held temporarily awaiting court action.

Viewed in relation to the number of children actually provided for; the greater potentiality for the training and development of the child in a family home; the growing conviction of the American people that proper placing-out is the best method of providing for the normal homeless child; and the possibilities of service which would accrue from proper co-operation, matters relating to child-placing agencies are seen to be of great importance.

There are nine organizations in California at the present time (1915) which have received certificates of approval from the state board of charities and corrections under the law of 1911, and are doing work throughout the state as child-placing agencies. Because their work is general, including preliminary investigation of children and homes, the arranging for the placement of wards, chiefly in families but also in hospitals, homes, orphanages, and schools as may be necessary, and the after-supervision of placed-out children, these agencies are treated before the institutions for permanent care. They are described briefly, and a few chief statistics are given. Detailed statistics will be found in the table at the close of the chapter for the seven certified before 1915.

1. CHILDREN'S HOME SOCIETY OF CALIFORNIA, 2414 Griffith Avenue, Los Angeles

Founded, 1890. From Preventive Treatment of Neglected Children by Dr. H. H. Hart, the following interesting paragraph is taken:

> The Children's Home Society of California was organized in 1890 by Dr. and Mrs. Jesse R. Townsend, missionaries of the Society of Friends; headquarters, Los Angeles. The society had its essential beginning under a cocoanut tree in the island of Jamaica. Dr. and Mrs. Townsend, having lost their only son from fever in Jamaica, knelt at his grave and dedicated their lives to the cause of homeless and neglected children. They corresponded with Rev. M. V. B. Van Arsdale, founder of the Children's Home Society, and received from him a commission and instructions for organizing the work in California. A beautiful property was purchased at Pasadena in 1891, for a receiving home, but was subsequently lost for lack of support.*

A modern two-story frame building of 20 rooms at 2414 Griffith Avenue, Los Angeles, was later acquired and named Victoria Home. There is a one-story office building adjacent, and both are located on a good corner lot in a quiet residence district of the city. This property has been for many years the center of a state-wide and gradually increasing work. The society receives no state aid, but depends for its support entirely upon private contributions. It offers its services to the people and to all the child-caring charities of the state for the purpose of placing dependent children in approved family homes. Some of the orphanages and other institutions are yielding to the general public sentiment in favor of the placing-out system, and are co-operating for the placement of their available wards in selected and supervised families.

At least three other organizations for child-placing were offshoots of this society. A Mr. Henderson, who had been a district superintendent located at Oakland, seceded and there established a rival organization. This was short-

*Hart, Hastings H.: Preventive Treatment of Neglected Children, p. 150. Russell Sage Foundation Publication. New York, Charities Publication Committee, 1910.

Victoria Home—Society Headquarters, Los Angeles

Foster Home, Los Angeles

Interior of Foster Home, Highland, California

CHILDREN'S HOME SOCIETY OF CALIFORNIA, Los Angeles. (See p. 64)

Office and Residence of District Superintendent, Berkeley

CHILDREN'S HOME SOCIETY OF CALIFORNIA, Los Angeles. (See p. 64)

Symbolic Parade Float

NATIVE SONS' AND NATIVE DAUGHTERS' CENTRAL COMMITTEE, San Francisco.
(See p. 69)

lived but, because the quality of work done was unsatisfactory, was a real injury to the cause of home finding. Later an assistant to Mr. Henderson seceded from his work and established a small society under the name of Children's Rescue Work of the Pacific. This organization maintained a precarious existence, doing work of an unsatisfactory character until May, 1911, when it was forced to discontinue because refused a certificate of approval by the state board of charities.

A larger and more important offshoot was the Children's Home-Finding Society of California, organized in 1894. This society was maintained until July, 1911, when by mutual agreement it was absorbed by the Children's Home Society of California and ceased to exist as a corporation. All of its property passed into the hands of the latter society, which also assumed charge of all children in care of the former society, or under its supervision. The property thus acquired by the Children's Home Society is a large residence and a small receiving home, located on adjoining lots at 1921 Russell Street, Berkeley. This plant has been made the headquarters for the society's work in northern California.

Main statistics for year ending March 31, 1914:

Value of plant	$12,000
Amount of endowment	$58,000
Capacity of receiving home	30
Regular employes	20
Annual maintenance	$31,253
Placed in family homes	365
Total children in direct care	482

2. HUMANE SOCIETY FOR CHILDREN, Second Street and Broadway, Los Angeles

A society to prevent cruelty and abuse of children, and to care for children. Has rented offices, but plans to erect a receiving home and society headquarters to cost about $50,000. Good organization and corps of workers; high standards of work; fine office records; definite plans and purposes. Counted among the best child-helping organizations in the state. While its direct work of child-

care and its placing-out in family homes and institutions is only a part of the society's work, these are so important that they are accorded recognition by the state board of charities and corrections, and a placing-out certificate granted. During the year ending May 1, 1914, the society investigated 1,513 cases, in which 3,192 children were involved. The society brought 377 cases before the various courts and secured 343 convictions.

Its work as a placing-out agency is detailed in the table at the close of the chapter, the chief statistics being here given.

Main statistics for year ending May 1, 1914:

Value of equipment	$200
Regular employes	11
Annual maintenance	$6,311
Placed in family homes	113
Total children in direct care	361

3. OAKLAND ASSOCIATED CHARITIES, 512 Broadway, Oakland

Founded, 1893. A society whose work includes the care of neglected and dependent children. Makes a specialty of arranging for the location and welfare of wards received from the juvenile court. Rented offices. Because of its large boarding-out work, efficiently performed, the organization is granted a certificate as a placing-out agency. The officers of the society found it impossible to accurately determine the part of their work devoted directly to dependent and delinquent children. The total expense for maintenance for the year ending August 31, 1913, was about $10,000, of which about $4,000 was in salaries. Of these amounts it is estimated that the sums given below and in the table were used in work directly related to children.

Main statistics for year ending August 31, 1913:

Value of equipment	$500
Amount of endowment	$1,000
Regular employes	3
Annual maintenance	$7,778
Placed in family homes	41
Total children in direct care	118

4. CATHOLIC HUMANE BUREAU, 597 Oak Street, San Francisco

Founded in 1907 by the union of the Humane Bureau of St. Vincent de Paul and the Catholic Settlement Society, both of which have been for years important factors in the child-helping work of San Francisco. An organization for the care of children, especially their placement in private families on board or in free homes, under the auspices of the Roman Catholic church. The headquarters are in a large frame residence building, modern, adapted to the uses of the society. Here are the offices and a receiving home for the temporary care of children. So well is the work organized and so many are the family homes available that only in emergency cases is the receiving home required. Only about 30 beds are provided and usually less than 30 children are on hand. The bureau has a certificate from the state board of charities and corrections as a placing-out agency.

Main statistics for year ending June 30, 1913:

Value of property	$12,000
Capacity of receiving home	30
Regular employes	11
Annual maintenance	$57,969
Placed in family homes	334
Total children in direct care	461

5. CHILDREN'S AGENCY OF THE ASSOCIATED CHARITIES, 1500 Jackson Street, San Francisco

Founded in 1903 as a department of the Associated Charities of San Francisco. An organization to place children in selected family homes and give them special supervision. At first the main work done was the placing-out of dependent children in free family homes. The basis of work was thus defined: "Through it any children's institution in good standing in this community, may have its wards placed in private homes throughout the state. All applications for children are carefully investigated, the offered homes visited and reported on, and, after the children are placed, as long as the institution retains control and is responsible for them, they are frequently visited."

In more recent years this line of work has dimin-

ished and the work of boarding-out children has so increased as to become the main industry of the Children's Agency. The placing-out for permanent care in free families was administered as one department, and the boarding-out in temporary homes as another, the workers and finance being distinct and separate. By an arrangement with the Native Sons' and Native Daughters' Central Committee the agency has since 1912 done very little placing-out in free homes, the department simply continuing supervision of those previously placed. But the boarding-out department has greatly increased its activities and is one of the largest and most important agencies for this line of work in the state.

No receiving home is maintained, as all children handled come from the various institutions or the juvenile court. The headquarters are in the Associated Charities building, of which organization the Children's Agency is perhaps the most important department. The agency has a certificate for placing-out work from the state board of charities and corrections, and the statistics given are mostly taken from the report made to the board by the agency.

Main statistics for year ending June 30, 1913:

Value of property	$11,500
Regular employes	10
Annual maintenance	$51,278
Placed in family homes	201
Total children in direct care	513

6. EUREKA BENEVOLENT SOCIETY, 4360 Farrell Street, San Francisco

This society is one of four constituent organizations composing the Hebrew Board of Relief, which is a federation to increase efficiency of charitable work, escape duplication of effort and expense, and lessen cost of administration. The board was founded in 1900. As a whole it attends to all classes of "outdoor relief"; that is, non-institutional aid of Jewish persons and families. The Eureka Benevolent Society is the branch or department related to dependent children, and was given a certificate as a placing-out agency in December, 1913, by the state board of chari-

ties and corrections. Its main work is the boarding-out of dependent children in private families, but the society is planning to extend its work and add placing-out permanently in free homes. Only Jewish children and Jewish families are included in the work of this society.

The work done by the Eureka Benevolent Society as a licensed placing-out agency at the date of its report, September 1, 1914, had been in progress only eight months, hence no report for an entire year is possible. The figures in the outline below and in the table at the end of the chapter are to be understood as relating to the eight months' period after the reception of a certificate of approval. The 94 "placed in family homes" include all under the society's control so located at date of report, 56 being previous placements accepted after receiving the board's certificate. Many of the children aided are located with relatives, and all of course with Jewish families.

Main statistics for eight months ending September 1, 1914:

Value of equipment	$500
Regular employes	1
Annual maintenance	$9,889
Placed in family homes	94
Total children in direct care	38

7. NATIVE SONS' AND NATIVE DAUGHTERS' CENTRAL COMMITTEE, Phelan Building, San Francisco

Founded, 1910. An organization to "bring together the homeless child and the childless home." The two orders, Native Sons of the Golden West and Native Daughters of the Golden West, at their annual meeting in May, 1910, established a central committee for the definite purpose of placing dependent children in selected families. The support of the two orders, with a joint membership of about 40,000, was pledged to "a permanent campaign for the child and the home, to secure for every little one the kind of treatment and loving care that every child born in California is entitled to, at this stage of our civilization."

Headquarters were established in San Francisco, and

an executive secretary was put in charge of the work. In three years the work has grown to large importance. No receiving home is maintained and all children cared for are taken directly from institutions or the courts, or from parents and relatives, to foster homes. The plan includes careful supervision of the placed-out children by the local Parlors of the orders, and by the agents of co-operating charities.

As indicating the spirit and methods of the organization, a quotation or two from their literature will be of interest. The rules adopted require that the applicants for children shall be "of good standing in the community, temperate, kindly disposed, fond of children, not seeking a child for the service it can render, but willing to give a child the training and home influence needed for proper development." The applicant must promise that "the child shall be accepted as a member of the family; be sent to school until it has finished at least a grammar course; be sent to church and Sunday school regularly, and trained in the religion of its parents; and asked to perform only such services as would ordinarily be performed by a son or daughter."

Main statistics for year ending March 31, 1914:

Value of equipment	$500
Regular employes	5
Annual maintenance	$6,465
Placed in family homes	195
Total children in direct care	195

It should be noted that only two of these seven agencies are doing a state-wide placing-out work—the Children's Home Society of California and the Native Sons' and Native Daughters' Central Committee. Also that these two agencies are placing-out children in free homes as permanent members of families, while nearly all the work of the other five agencies is temporary placement on board paid by the organizations.

NOTE.—Stuart A. Queen, secretary of the state board of charities and corrections, in a letter dated August 20, 1915, states that the Charity Organization Society of Berkeley and the Catholic Ladies' Aid Society of Alameda County, at Oakland, have been added to the list of licensed child-placing agencies. They are described in Chapter XVIII.

TABLE 3.—CHILD-PLACING AGENCIES. UNDER PRIVATE MANAGEMENT

SECTION A. GENERAL AND FINANCIAL

	Location and name	Year of founding	Beneficiaries				Statistics, yr. ending[a]	Capacity	Cost of plant per bed[b]	Value of property		
			Class	Sex	Age limits for					Plant	Endowment	Total
					Recep.	Disch.						
1	LOS ANGELES: Children's Home Society of California	1890	Dep.	Both	Inf.–14	14	Mar. 31, 1914	30	$400	$12,000	$58,000	$70,000
2	Humane Society for Children	..[x]	All	Both	Inf.–20	20	May 1, 1914	..	..	200[c]	..	200
3	OAKLAND: Oakland Associated Charities	1893	Dep.	Both	Inf.–16	16	Aug. 31, 1913	..	..	500[c]	1,000	1,500
4	SAN FRANCISCO: Catholic Humane Bureau	1907	Dep., del.	Both	Inf.–16	16	June 30, 1913	30	400	12,000	..	12,000
5	Children's Agency of the Associated Charities	1903	Dep.	Both	Inf.–16	16	June 30, 1913	..	..	11,500[d]	..	11,500
6	Eureka Benevolent Society (Hebrew)[e]	1900	Dep.	Both	Inf.–18	18	Sept. 1, 1914	..	..	500[c]	..	500
7	Native Sons' and Native Daughters' Central Committee	1910	Dep.	Both	Inf.–14	14	Mar. 31, 1914	..	..	500[c]	..	500
	Total							60	$400[f]	$37,200	$59,000	$96,200

TABLE 3 (*continued*).—SECTION B. COMPARATIVE CURRENT STATISTICS

	Location and name	Average no. of regular employes	Comparative cost for						Year's current exp.		Public funds rec'd	
			Salaries		Traveling exp.		Other exp.		Total	Per capita[g]	Amount	Per cent of exp.
			Amount	Per cent	Amount	Per cent	Amount	Per cent				
1	LOS ANGELES: Children's Home Society of California	20	$15,963	51	$3,020	10	$12,270	39	$31,253	$65	$442	1.4
2	Humane Society for Children	11	5,051	80	202	3	1,058	17	6,311	17	4,800	76.1
3	OAKLAND: Oakland Associated Charities[h]	3	1,556	20	310	4	5,912	76	7,778	66	3,821	49.1
4	SAN FRANCISCO: Catholic Humane Bureau	11	5,800	10	2,898	5	49,271	85	57,969	126	54,494	94.0
5	Children's Agency of the Associated Charities	10	5,235	10	726	1	45,317	89	51,278	100	31,837	62.1
6	Eureka Benevolent Society (Hebrew)[e]	1	480	5	60	..	9,349	95	9,889	260	6,993	70.7
7	Native Sons' and Native Daughters' Central Committee	5	3,655	57	837	13	1,973	31	6,465	33	..	..
	Total	61	$37,740	22	$8,053	5	$125,150	73	$170,943	$79	$102,387	59.9

TABLE 3 (*concluded*).—SECTION C. STATISTICS OF CHILDREN

	Location and name	Under supvn. beginning of yr.	In care during year			Total in care and under supvn.	Passed entirely from care			Remaining in care		Placed in fam. homes
			On hand awaiting placement	Rec'd during yr.	Total chdn.		Ret. to kin or friends	Disposed of otherwise[i]	Total chdn.	Awaiting placement	Under supvn. close of yr.	
1	LOS ANGELES: Children's Home Society of California	564	48	434	482	1,046	25	404	429	53	564	365
2	Humane Society for Children[j]	..	..	361	361	361	102	209	311	..	50	113
3	OAKLAND: Oakland Associated Charities	25	..	118	118	143	18	86	104	..	39	41
4	SAN FRANCISCO: Catholic Humane Bureau	483	..	461	461	944	105	160	265	..	679	334
5	Children's Agency of the Associated Charities	523	..	513	513	1,036	246	210	456	..	580	201
6	Eureka Benevolent Society (Hebrew)[e]	76	..	38	38	114	10	3	13	..	101	94
7	Native Sons' and Native Daughters' Central Committee	194	6	189	195	389	16	119	135	6	248	195
	Total	1,865	54	2,114	2,168	4,033	522	1,191	1,713	59	2,261	1,343

[a] Applies to all sections of this table.
[b] Based on capacity.
[c] Office equipment only in rented property.
[d] The property consists of office building only.
[e] Figures for eight months only.
[f] Value of equipment of institutions occupying rented property omitted in finding cost of plant per bed.
[g] Based on entire number handled.
[h] Estimated amounts for service in care of dependent children; total expense of organization for year, $15,000.
[i] Includes children who died.
[j] Cases investigated, 1,513; children involved, 1,960; children placed in private homes, institutions, or hospitals, 361.
[x] Information not given.

CHAPTER IX

NONSECTARIAN ORPHANAGES AND HOMES

FOLLOWING the classification of the United States Census Bureau, the orphanages and homes under private management are considered together as institutions for the more or less permanent care of children, chiefly those merely dependent but in some cases including a few mild delinquents. With them, because doing work for the same classes, but tabulated separately, are the institutions for the combined care of adults and children.

The orphanages were usually first in date of establishment, and are still first in the number of children under care. Closely allied to the orphanages are the children's homes. In some cases the distinction is one of name only, the work done being practically the same. In others there are considerable differences in work and methods, due to later organization and the changing needs and conditions of recent years.

For convenience in tabulating, and to arrange them somewhat according to their character and relations, the 75 institutions above indicated are divided into four groups as follows:

Institutions for Dependents

Nonsectarian orphanages and homes	30
General church orphanages and homes	18
Catholic orphanages and homes	21
Institutions for combined care of adults and children	6
Total institutions for dependents	75

These 75 institutions, with the seven regular child-placing agencies, make a total of 82 private organizations for the permanent care of dependent children. An outline of their activities gives a nearly complete résumé of this line of work in California, except what is done for dependents by the juvenile detention homes, as already noted in Chapter VII.

It should again be mentioned that the statistics do not all coincide in date. All are for the latest fiscal year available. In a

few reports the statistics are for fiscal years ending in 1910 and 1911, obtained when the field work of the study was in progress. The large majority of the reports are for years ending sometime in 1913 and 1914, and so are the latest possible. These were obtained by direct correspondence with the institutions, and by the assistance of the state board of charities and corrections. The variation in the dates of these reports will not materially affect their usefulness.

For uniformity of information, the same general outline of description is followed in all these chapters. Brevity has been sought even at the expense of smoothness of expression. Estimates of property valuation were nearly always made by officers of the institutions, or taken from the printed reports. In a few cases it was necessary to make an independent valuation. The numbers, names, and order in the chapters correspond to the same in the tables at their close.

This chapter outlines the 30 institutions classed as nonsectarian orphanages and homes. These are Protestant or non-Catholic, but in nearly every case definitely Christian institutions. Instead of nonsectarian, the word interdenominational more clearly describes their religious character, as a majority of the members of their governing boards are members of the various Protestant denominations.

These 30 institutions differ as widely in their individual characteristics as in their location, and they are scattered from Sacramento to San Diego. They are located in 17 different towns and cities, four being in Los Angeles, four in Oakland, and six in San Francisco. In aggregate capacity they accommodate 2,639 children, the capacity of the smallest being five and the largest 200. Most of them serve dependents only, but five receive a few mild delinquents. Fourteen are of the cottage type of housing and 16 are classed as congregate.

The plants occupied are valued at $1,500,600. The endowments aggregate $1,133,600. The annual expense for maintenance varies from $1,500 to $39,292, with an aggregate of $358,788. From public funds they receive annually $92,587, which sum is 26 per cent of the total cost of maintenance. They employ 259 workers and average in care 1,959 children.

In the main these are worthy homes doing excellent work; but there are a few inferior institutions in the group which should be standardized or closed. It will be noted that the average in care is only 74 per cent of the aggregate capacity, leaving nearly 700 beds unoccupied in the 30 institutions. For additional interesting details, the three sections of the table at the close of the chapter may be studied. A brief descriptive outline of each institution is here given.

1. KERN COUNTY CHILDREN'S SHELTER, Bakersfield

Founded, 1906. An institution for orphan and abandoned children of both sexes. Present status unknown, as no reply was given to urgent letters requesting information.

Main statistics for year ending January 1, 1911:

Value of plant	$12,000
Capacity	50
Regular employes	4
Average children in care	48
Annual maintenance	$4,800
Average expense per capita	$100

2. FRESNO COUNTY ORPHANAGE, Fresno

Founded, 1895. An institution for dependent children, but receiving some delinquents. Private management but principally public support, as it does much work for the county. Fine concrete building—Spanish style, fully modern—and frame cottage; both on valuable ten-acre tract within the city limits.

Main statistics for year ending June 30, 1913:

Value of plant	$42,000
Capacity	60
Regular employes	6
Average children in care	46
Annual maintenance	$7,191
Average expense per capita	$156

3. MCKINLEY INDUSTRIAL HOME, Gardena

Founded, 1900. A home for the care and training of dependent boys. Cottage type. A two-story frame administration building, modern, with quarters for 30 boys and general kitchen and dining room. Three other cottages, capacity 25 each; chapel, school house, and other buildings.

Eighty acres of land in high cultivation. Specialty, homelike conditions and industrial training. A high grade institution.

Main statistics for year ending June 30, 1913:

Value of plant	$80,000
Capacity	105
Regular employes	9
Average children in care	90
Annual maintenance	$12,621
Average expense per capita	$140

4. I. O. O. F. ORPHANS' HOME, Gilroy

Founded, 1896. An orphanage maintained by the Independent Order of Odd Fellows in California. Cares for the orphan and half-orphan children of Odd Fellows and Rebekahs. Good frame building, modern, two stories, 35 rooms, on eight-acre site in north part of town.

Main statistics for year ending June 30, 1913:

Value of plant	$30,000
Amount of endowment	$5,000
Capacity	100
Regular employes	7
Average children in care	52
Annual maintenance	$13,073
Average expense per capita	$251

5. BERTHA JUILLY HOME, Lomita Park*

Founded, 1900. A cottage boarding home conducted by Mrs. Bertha Juilly. One-story frame cottage, with unfinished additions. Children's quarters poorly adapted, unsanitary, and badly furnished. Mrs. Juilly uses porch basket with electric call bell; parties can place baby in basket and retire without recognition. Nearly all inmates thus received. Poor methods of investigating applicants for children; little effort to secure completion of adoption; no supervision of children after placement.

Main statistics for year ending January 1, 1911:

Value of plant	$5,000
Capacity	40
Regular employes	3
Average children in care	30
Annual maintenance	$3,446
Average expense per capita	$115

* Closed in 1913 by court, on complaint of state board of charities.

6. BELLE WHITE HOME, Sixth and Mateo Streets, Los Angeles*

Founded, 1906. A boarding home for dependent children conducted by Miss Belle White. Those in care mainly the children of working mothers. Two-story concrete building, partly modern, and separate frame building, in factory and foundry section of city. Very crude, poorly furnished, and unsanitary.

Main statistics for year ending May 1, 1911:

Value of plant	$15,000
Capacity	50
Regular employes	3
Average children in care	35
Annual maintenance	$2,700
Average expense per capita	$77

7. LARK ELLEN NEWS AND WORKING BOYS' HOME, Noysal Grand Avenue, Los Angeles

Founded, 1889. A boarding home for newsboys and others, incorporated, with a board of lady managers. In 1910 removed from central part of city to a tract of 15 acres beyond north city limits. Owing to new location requiring ten-cent fare on street cars, newsboys and other working boys of downtown district can not use this home, and entire change of classes served is necessary. Two-story brick building, 10 rooms, partly modern, but in bad repair and poorly furnished.

Main statistics for year ending November 1, 1910:

Value of plant	$12,000
Capacity	20
Regular employes	2
Average children in care	20
Annual maintenance	$2,132
Average expense per capita	$107

8. LOS ANGELES ORPHANS' HOME, Colgrove, Los Angeles

Founded, 1880. A cottage institution for the care of dependent children of both sexes. First class plant, erected 1910–1911. Administration building contains offices, reception parlors, general kitchen and dining room,

* Because of complaints, investigated August, 1914, and closed by state board of charities.

Home on Poinsettia Ranch

Ranch Playground

LARK ELLEN NEWS AND WORKING BOYS' HOME, Los Angeles. (See p. 78)

Main Building

Cottage for Babies and Small Children

Children at Play

WEST OAKLAND HOME, Oakland. (See p. 80)

and individual rooms for 10 girls. Several cottages are alike, each with capacity for 15, some for boys and some for girls. One cottage, complete domestic unit including kitchen and dining room, for children of both sexes from two to six years of age. All of these cottages connected with main building by covered archway; and all steam heated from a central plant. Fine modern institution.

Main statistics for year ending April 30, 1913:

Value of plant	$100,000
Amount of endowment	$25,000
Capacity	91
Regular employes	11
Average children in care	85
Annual maintenance	$16,381
Average expense per capita	$193

9. STRICKLAND'S HOME FOR BOYS, 776 Eagle Rock Avenue, Los Angeles

Founded, 1904. A home for the religious training and character development of dependent and delinquent boys, conducted by Mr. and Mrs. Jacob Strickland. Plant poor and inadequate. One cottage and several tent dormitories on five-acre tract, north edge of city. Value of home largely in the fine personal influence of Mrs. Strickland.

Main statistics for year ending December 31, 1913:

Value of plant	$17,000
Capacity	60
Regular employes	4
Average children in care	47
Annual maintenance	$4,000
Average expense per capita	$85

10. CHABOT SCHOOL OF DOMESTIC ARTS, 66 Sixth Street, Oakland

Founded, 1898. A school of domestic science for poor girls, who are trained so as to become first class cooks and domestic servants. Girls from twelve years up taken and expected to stay at least a year. Great demand for the girls when trained, in fine homes at good wages; but institution finds it impossible to secure many girls who are willing to take the training, under pledge to enter domestic service afterward. With accommodations for 50, the school has for five years averaged only eight to twelve girls in

attendance. A well-equipped institution, with peculiar possibilities.

Main statistics for year ending January 1, 1911:

Value of plant	$50,000
Amount of endowment	$125,000
Capacity	50
Regular employes	4
Average children in care	12
Annual maintenance	$3,700
Average expense per capita	$308

11. CROUCH'S INFANT SHELTER, 2225 Liese Avenue, Oakland

Founded, 1902. A boarding home for infants and small children, conducted by Mrs. Ina Crouch. Two-story frame house, 14 rooms, partly modern. Furnishings poor and inadequate.

Main statistics for year ending April 1, 1911:

Value of plant	$5,000
Capacity	25
Regular employes	2
Average children in care	10
Annual maintenance	$1,500
Average expense per capita	$150

12. LADIES' RELIEF SOCIETY, 393 Forty-fifth Street, Oakland

Founded, 1871. An institution for the care of needy and unprotected dependent children. Brick and frame building, new and modern, with two annexes. Ten acres of land in good location. Excellent arrangement for infants and small children in a separate building. Modern ideas and progressive spirit.

Main statistics for year ending June 30, 1913:

Value of plant	$50,000
Amount of endowment	$30,000
Capacity	120
Regular employes	9
Average children in care	81
Annual maintenance	$14,849
Average expense per capita	$183

13. WEST OAKLAND HOME, 793 Campbell Street, Oakland

Founded, 1887. An institution to relieve and care for foundlings, orphans, and needy children. Two large, frame two-story buildings, modern, united at front by

administration building; on half block of ground west part of city. Receives dependents of both sexes from infants to children fourteen years of age, and a few mild delinquents.

Main statistics for year ending December 31, 1913:

Value of plant	$50,000
Amount of endowment	$5,000
Capacity	150
Regular employes	10
Average children in care	80
Annual maintenance	$13,914
Average expense per capita	$174

14. CHILDREN'S TRAINING SOCIETY, Wilson and Delmar Streets, Pasadena

Founded, 1902. A temporary home for the care and training of neglected, homeless, and abandoned children. Five frame buildings, all modern: boys' home, girls' home, baby nursery, hospital, and chapel. Fine tract of land centrally located. Management determined to restrict numbers and make conditions homelike. Children cared for above the average usually found in institutions. Select dependents. Fine spirit in home, and excellent care given.

Main statistics for year ending June 30, 1913:

Value of plant	$50,000
Capacity	68
Regular employes	11
Average children in care	60
Annual maintenance	$12,180
Average expense per capita	$203

15. NATIONAL INDUSTRIAL AND ORPHANS' SCHOOL, 265 Ohio Street, Pasadena

Founded, 1910. An institution to care for Negro orphan children and to train Negro girls for successful domestic service. First located at Beulah Heights, Oakland. In 1913 removed to Pasadena. Have also farm for care of Negro boys at Lau Fair, San Bernardino County.

Main statistics for year ending December 31, 1913:

Value of plant	$4,600
Capacity	44
Regular employes	8
Average children in care	50
Annual maintenance	$5,701
Average expense per capita	$114

16. SACRAMENTO ORPHANAGE AND CHILDREN'S HOME, Palmetto Heights, Sacramento

Founded, 1867. An institution for the care and training of dependent children of both sexes. Originally downtown; later removed to farm of 17 acres at edge of city. In 1913 the Sacramento Children's Home, a downtown institution, united with the orphanage, and all its wards were removed to the plant at Palmetto Heights. As seen above, there is union in name as well as in work. The institution now has a board of 17 lady managers, made up from the two former boards. Type of plant mainly cottage. Main building, however, is a large two-story frame structure, modern, and contains administration rooms and quarters for 60 of the larger boys. There are eight two-story frame cottages, modern, each a complete domestic unit, for a house mother and a varied family not exceeding 20 children. No boys over seven years old are cared for in the cottages. The illustrations include three pictures of the Stork's Nest, a new cottage for wee wards. An excellent institution, permeated with exceptionally homelike spirit. The valuation of plant given below is probably too small.

Main statistics for year ending July 1, 1914:

Value of plant	$116,000
Capacity	200
Regular employes	19
Average children in care	145
Annual maintenance	$29,240
Average expense per capita	$202

17. SAN BERNARDINO ORPHANS' HOME, 246 Base Line, San Bernardino

Founded, 1891. A temporary home for dependent children, established by the associated charities, and later placed under the management and control of a board of lady managers. In recent years practically entire support from public funds, as institution was made official home for the care of county dependents. Old frame residence, 15 rooms, partly modern, on fine tract beautified with palms and other trees.

Two Cottages and a Cottage Family

Typical Cottage Family

Gardening. Boys' Hall in Distance

SACRAMENTO ORPHANAGE AND CHILDREN'S HOME, Sacramento. (See p. 82)

The Stork's Nest—A New Cottage

Stork's Nest Dormitory

Stork's Nest Dining Room

SACRAMENTO ORPHANAGE AND CHILDREN'S HOME, Sacramento. (See p. 82)

Main statistics for year ending January 1, 1914:

Value of plant	$6,000
Capacity	40
Regular employes	3
Average children in care	35
Annual maintenance	$4,000
Average expense per capita	$114

18. CHILDREN'S HOME ASSOCIATION, Sixteenth and Ash Streets, San Diego

Founded, 1881. An institution for the care of dependent children, and when possible to find them homes in good families. Main building, three-story frame, modern, but somewhat old; boys' cottage, new, modern, well furnished; Nellie-Inez Cottage for infants and small children, modern, new, and excellent; and Holly Sefton Memorial Hospital (see Children's Hospitals, p. 174). Situated on five acres belonging to city, at corner of public park. Extra good conditions, evidence of especially fine care, better than average institutional spirit and facilities. Somewhat exclusive and select. Favors placing-out in family homes.

Main statistics for year ending June 30, 1914:

Value of plant	$40,000
Amount of endowment	$35,600
Capacity	105
Regular employes	13
Average children in care	98
Annual maintenance	$12,540
Average expense per capita	$128

19. HELPING HAND NURSERY, 3145 G Street, San Diego

Founded, 1910. A home for the care of dependent children, especially those of working mothers. Originally intended for a day nursery but sphere enlarged, because of manifest need, into home for permanent care.

Main statistics for year ending May 1, 1914:

Value of plant	$6,000
Capacity	40
Regular employes	4
Average children in care	38
Annual maintenance	$5,440
Average expense per capita	$143

20. BOYS' AND GIRLS' AID SOCIETY, 460 Baker Street, San Francisco

Founded, 1874. A special home and training school originally for both sexes, but confining its work in recent years to boys. Doing a splendid work for a difficult class: those not sufficiently wayward to require assignment to the reform school, and too hard to manage to be placed in family homes or orphanages without preliminary training. Main building, three-story frame, modern. Charles R. Bishop Annex, three-story frame, modern, with vocational class rooms and individual rooms for 25 boys. Summer camp at Sebastopol. Great fruit region; boys pick berries and other fruits for pay, each one retaining his own wages and priding himself on amount earned.

Main statistics for year ending June 30, 1914:

Value of plant	$100,000
Amount of endowment	$30,000
Capacity	150
Regular employes	16
Average children in care	143
Annual maintenance	$37,266
Average expense per capita	$261

21. INFANT SHELTER, 1025 Shotwell Street, San Francisco

Founded, 1874. An institution for the care of homeless and dependent children, and aid to working mothers. Management believes in small institution with homelike spirit and extra care. Specially fine provision for the care of infants; plenty of competent help; very successful in reducing mortality and rearing healthy, bottle-fed babies. Best equipped and managed institution for infants and small children in the state. Favorable to placement in family homes. Three-story frame building, modern, with annexes, sleeping porches, sun parlors, and so forth. (See illustrations facing pages 162 and 163.)

Main statistics for year ending March 31, 1914:

Value of plant	$30,000
Amount of endowment	$8,000
Capacity	51
Regular employes	14
Average children in care	48
Annual maintenance	$11,260
Average expense per capita	$235

22. LADIES' PROTECTION AND RELIEF SOCIETY, 1200 Franklin Street, San Francisco

Founded, 1868, to provide a home for orphaned and dependent children. Brick and frame building, mostly faced with cement, three stories, modern conveniences, but structure old-fashioned and not adapted to modern use. An institution of very great possibilities, largely unrealized. Need new building and modern methods.

Main statistics for year ending December 31, 1913:

Value of plant	$100,000
Amount of endowment	$350,000
Capacity	135
Regular employes	21
Average children in care	100
Annual maintenance	$24,850
Average expense per capita	$249

23. SAN FRANCISCO BABIES' AID, Twenty-ninth Avenue, San Francisco

Founded, 1908; incorporated, 1913. A cottage home for the temporary care of dependent babies, especially foundlings. From a printed report of the institution for 1910 the following is quoted:

> In closing the foundling asylum, the directors knew that they had to maintain some place for the reception of foundlings. A cottage was built of refugee shacks on one corner of the property, thereby retaining title to the land, as well as making necessary provision for the work. This cottage, called the "Babies' Aid," has a sheltered porch, where the cradle of tragedy with the electric warning bell is conveniently placed. The babies left are mothered tenderly, receive a medical examination, and are given to foster mothers until they are adopted.

The "cradle of tragedy" is a box with a spring bottom on which a pressure of two pounds rings an electric bell in the nurse's sleeping room. It is set just inside the screened porch, and above it is a brass plate with the words "Receptacle for Foundlings." Outside the cottage beside the door is a box sign, illuminated at night, on which are the words "Babies' Aid." The unfortunate mothers are expected to come at night, leave the unwelcome child in the receptacle,

and slip away unrecognized and unknown. By the time the nurse, aroused by the electric bell, can respond to receive the baby, the mother has disappeared in the darkness.

The Catholic Encyclopedia, in its article on Foundling Asylums, has the following interesting description of former laws and customs in France: "Under the government of the Revolution all foundlings were treated as wards of the nation. . . . In 1811 this legislation was repealed, and the care of foundlings was transferred from the central authorities to the departments. At the same time it was decreed that every foundling asylum should be provided with a revolving crib. The consequence was that the number of abandoned children greatly increased, and the crib had to be abolished."*

The revolving crib, or tour, was one fixed in the wall or door of the asylum, so that when turned outward the mother could place her child in it and retire unseen. The asylum people, warned by a bell, would then turn the crib toward the interior and receive the child. It will be seen that the Babies' Aid has revived the practice of a century ago, long since outgrown and abandoned by the French people.

The statistics are old, but no details of later date are available, although the general conditions in July, 1914, were as above described.

Main statistics for year ending January 1, 1911:†

Value of plant	$5,000
Capacity	5
Regular employes	1
Average children in care	5
Annual maintenance	$4,000

24. SAN FRANCISCO NURSERY FOR HOMELESS CHILDREN, Lake Street and Fourteenth Avenue, San Francisco

Founded, 1895. An institution for the care of orphan

*The Catholic Encyclopedia. Volume VI, Foundling Asylums, pp. 159–160. New York, Robert Appleton Company, 1909.

†Average expense per capita omitted because of brief stay and rapid changes of inmates.

Babies' Aid Cottage. Old Foundling Asylum to the left

Cradle of Tragedy—Substitute for European Revolving Crib

San Francisco Babies' Aid, San Francisco. (See p. 85)

SOUTHERN CALIFORNIA MASONIC ORPHANAGE, San Gabriel. (See p. 87)

and homeless children. Fine brick and stone building, three stories and high basement, modern, full block of ground, sightly location. Good furnishings, small dormitories, and specially homelike conditions. Favorable to placing-out work.

Main statistics for year ending June 30, 1913:

Value of plant	$100,000
Capacity	100
Regular employes	12
Average children in care	64
Annual maintenance	$7,880
Average expense per capita	$123

25. SAN FRANCISCO PROTESTANT ORPHAN ASYLUM, 215 Haight Street, San Francisco

Founded, 1851. An institution for the care of orphan and half-orphan children. First orphanage on the Pacific coast. Stone main building, three stories, modern, with frame annexes and chapel. Fine block of land, shaded by palms and deciduous trees, and surrounded by high stone wall. (See frontispiece of this volume and illustrations facing pages 132 and 133.) The asylum is strict in applying terms of admission, and takes only those actually orphans or half-orphans. A fine institution, doing better than average work. Value of property never estimated by board. Present estimate based on comparison of properties and income from investments.

Main statistics for year ending January 1, 1914:

Value of plant	$200,000
Amount of endowment	$400,000
Capacity	150
Regular employes	15
Average children in care	139
Annual maintenance	$39,292
Average expense per capita	$283

26. SOUTHERN CALIFORNIA MASONIC ORPHANAGE, San Gabriel

Founded, 1909. An orphanage conducted by the Free and Accepted Masons of California. Receives only the orphan and dependent children of members of the order. Very large frame building, three stories, modern, with 10 acres of land, partly in ornamental groves, partly

in gardens. Excellent furnishings and competent employes. Supported by a per capita tax on members of the order.

Main statistics for year ending October 31, 1913:

Value of plant	$75,000
Capacity	150
Regular employes	12
Average children in care	50
Annual maintenance	$18,000
Average expense per capita	$360

27. HOME OF BENEVOLENCE, Eleventh and Martha Streets, San Jose

Founded, 1877. A home for the care of orphan, half-orphan, and abandoned children. Two-story frame building, not fully modern, on tract of eight acres, edge of city. Conservative. Should adopt modern methods.

Main statistics for year ending December 31, 1913:

Value of plant	$50,000
Amount of endowment	$20,000
Capacity	100
Regular employes	7
Average children in care	75
Annual maintenance	$11,182
Average expense per capita	$149

28. BOYS' AND GIRLS' AID SOCIETY, 2801 Arlington Avenue, South Pasadena

Founded, 1888. An institution for the rescue of homeless, neglected, and abused children, the securing of suitable family homes or employment for such, and to maintain systematic oversight of all children committed to its charge. Three large three-story frame buildings, modern, with two acres of ground in a splendid location. Receives dependents and a few mild delinquents. Favorable to placement work, but dilatory in actual application of expressed purpose. Doing excellent work of the ordinary institutional kind.

Main statistics for year ending June 30, 1913:

Value of plant	$70,000
Capacity	130
Regular employes	12
Average children in care	143
Annual maintenance	$19,080
Average expense per capita	$133

29. STOCKTON CHILDREN'S HOME, Stockton

Founded, 1882. Incorporated, 1906. An institution for the care of dependent children of both sexes. Excellent new buildings, concrete, two-story, mission style, with all modern improvements.

Main statistics for year ending December 31, 1913:

Value of plant	$20,000
Capacity	100
Regular employes	5
Average children in care	50
Annual maintenance	$7,400
Average expense per capita	$148

30. GOOD TEMPLARS' HOME FOR ORPHANS, Vallejo

Founded, 1869. An institution for the care of homeless and orphan children. Three-story frame building, partly modern, on a commanding eminence near Vallejo. Farm of 175 acres under high cultivation at the home, and 1,600 acres of other land up the Sacramento Valley. The order of Good Templars, under whose auspices the home was founded, once very strong in the state, has declined in recent years. Buildings are old and need repairs and improvement. Good home spirit and excellent work being done.

Main statistics for year ending June 30, 1913:

Value of plant	$60,000
Amount of endowment	$100,000
Capacity	150
Regular employes	12
Average children in care	80
Annual maintenance	$9,170
Average expense per capita	$115

In addition to the 30 institutions in this class already described, one more is reported by the state board of charities. Having no response to urgent requests for detailed information, the institution is here listed, but is necessarily omitted from the statistical tables.

31. JAPANESE HUMANE SOCIETY CHILDREN'S HOME, 1120 South Alvarado Street, Los Angeles

Founded about 1913. Understood to care only for dependent Japanese children.

TABLE 4.—NONSECTARIAN ORPHANAGES AND HOMES. UNDER PRIVATE MANAGEMENT

SECTION A. GENERAL AND FINANCIAL

	Location and name	Year of founding	Type of housing	Beneficiaries				Statistics, yr. ending[a]	Capacity	Cost of plant per bed[b]	Value of property		
				Class	Sex	Age limits for					Plant	Endowment	Total
						Recep.	Disch.						
1	BAKERSFIELD: Kern County Children's Shelter	1906	Congr.	Dep.	Both	Inf.–14	14	Jan. 1, 1911	50	$240	$12,000	..	$12,000
2	FRESNO: Fresno County Orphanage	1895	Congr.	Dep.	Both	Inf.–14	14	June 30, 1913	60	700	42,000	..	42,000
3	GARDENA: McKinley Industrial Home	1900	Cott.	Dep.	Boys	6–14	14	June 30, 1913	105	762	80,000	..	80,000
4	GILROY: I. O. O. F. Orphans' Home	1896	Congr.	Dep.	Both	Inf.–14	14	June 30, 1913	100	300	30,000	$5,000	35,000
5	LOMITA PARK: Bertha Juilly Home[c]	1900	Cott.	Dep.	Both	Inf.–14	14	Jan. 1, 1911	40	125	5,000	..	5,000
6	LOS ANGELES: Belle White Home[c]	1906	Congr.	Dep.	Both	2–14	14	May 1, 1911	50	300	15,000	..	15,000
7	Lark Ellen News and Working Boys' Home	1889	Cott.	Dep.	Boys	5–18	18	Nov. 1, 1910	20	600	12,000	..	12,000
8	Los AngelesOrphans'Home	1880	Cott.	Dep.	Both	2–14	14	Apr. 30, 1913	91	1,099	100,000	25,000	125,000
9	Strickland's Home for Boys	1904	Cott.	Dep.	Boys	3–14	14	Dec. 31, 1913	60	283	17,000	..	17,000
10	OAKLAND: Chabot School of Domestic Arts	1898	Congr.	Dep.	Girls	12 yrs. up	None	Jan. 1, 1911	50	1,000	50,000	125,000	175,000
11	Crouch's Infant Shelter	1902	Cott.	Dep.	Both	Inf.–5	5	Apr. 1, 1911	25	200	5,000	..	5,000
12	Ladies' Relief Society	1871	Congr.	Dep.	Both	Inf.–12	12	June 30, 1913	120	417	50,000	30,000	80,000
13	West Oakland Home	1887	Congr.	Dep.	Both	Inf.–14	14	Dec. 31, 1913	150	333	50,000	5,000	55,000
14	PASADENA: Children's Training Society	1902	Cott.	Dep.	Both	2–6	6	June 30, 1913	68	735	50,000	..	50,000
15	National Industrial and Orphans' School	1910	Cott.	Dep.	Both	6–19	19	Dec. 31, 1913	44	105	4,600	..	4,600
16	SACRAMENTO: Sacramento Orphanage and Children's Home	1867	Cott.	Dep.	Both	Inf.–14	14	July 1, 1914	200	580	116,000	..	116,000
17	SAN BERNARDINO: San Bernardino Orphans' Home	1891	Cott.	Dep.	Both	2½–14	14	Jan. 1, 1914	40	150	6,000	..	6,000

18	SAN DIEGO: Children's Home Association	1881	Cott.	Dep.	Both	1–14	14	June 30, 1914	105	381	40,000	35,600	75,600
19	Helping Hand Nursery .	1910	Cott.	Dep.	Both	Inf.–12	12	May 1, 1914	40	150	6,000	..	6,000
20	SAN FRANCISCO: Boys' and Girls' Aid Society	1874	Congr.	Dep.	Boys	7–17	17	June 30, 1914	150	667	100,000	30,000	130,000
21	Infant Shelter . . .	1874	Congr.	Dep.	Both	Inf.–8	8	Mar. 31, 1914	51	588	30,000	8,000	38,000
22	Ladies' Protection and Relief Society	1868	Congr.	Dep.	Both	4–14	14	Dec. 31, 1913	135	741	100,000	350,000	450,000
23	San Francisco Babies' Aid	1908	Cott.	Dep.	Both	Infants only		Jan. 1, 1911	5	1,000	5,000 [d]	..	5,000
24	San Francisco Nursery for Homeless Children	1895	Congr.	Dep.	Both	Inf.–14	14	June 30, 1913	100	1,000	100,000	..	100,000
25	San Francisco Protestant Orphan Asylum	1851	Congr.	Dep.	Both	2–10	10	Jan. 1, 1914	150	1,333	200,000 [e]	400,000 [e]	600,000
26	SAN GABRIEL: Southern California Masonic Orphanage	1909	Congr.	Dep.	Both	1–16	16	Oct. 31, 1913	150	500	75,000	..	75,000
27	SAN JOSE: Home of Benevolence	1877	Congr.	Dep.	Both	1–13	13	Dec. 31, 1913	100	500	50,000	20,000	70,000
28	SOUTH PASADENA: Boys' and Girls' Aid Society	1888	Congr.	Dep.	Both	2–14	14	June 30, 1913	130	538	70,000	..	70,000
29	STOCKTON: Stockton Children's Home	1882	Cott.	Dep.	Both	2–14	14	Dec. 31, 1913	100	200	20,000	..	20,000
30	VALLEJO: Good Templars' Home for Orphans	1869	Congr.	Dep.	Both	2–14	14	June 30, 1913	150	400	60,000	100,000 [f]	160,000
	Total								2,639	$569	$1,500,600	$1,133,600	$2,634,200

TABLE 4 (*continued*).—SECTION B. COMPARATIVE CURRENT STATISTICS

	Location and name	Annual expense for maintenance				Public funds rec'd			Average number of		
		Total	Per capita [g]	Salaries		Amount	Per capita [g]	Per cent of exp.	Regular employes	Chdn. in care	Chdn. per employe
				Amount	Per capita [g]						
1	BAKERSFIELD: Kern County Children's Shelter	$4,800	$100	$1,300	$27	..	..	..	4	48	12.0
2	FRESNO: Fresno County Orphanage	7,191	156	3,026	66	$5,515	$120	77	6	46	7.7
3	GARDENA: McKinley Industrial Home	12,621	140	5,820	65	2,003	22	16	9	90	10.0
4	GILROY: I. O. O. F. Orphans' Home	13,073	251	3,715	71	1,865	36	14	7	52	7.4
5	LOMITA PARK: Bertha Juilly Home [e]	3,446	115	1,200	40	3,196	107	93	3	30	10.0
6	LOS ANGELES: Belle White Home [e]	2,700	77	1,200	34	..	..	..	3	35	11.7
7	Lark Ellen News and Working Boys' Home	2,132	107	780	39	..	..	..	2	20	10.0
8	Los Angeles Orphans' Home	16,381	193	5,035	59	5,321	63	32	11	85	7.7
9	Strickland's Home for Boys	4,000	85	800	17	2,000	43	50	4	47	11.8
10	OAKLAND: Chabot School of Domestic Arts	3,700	308	900	75	..	..	..	4	12	3.0
11	Crouch's Infant Shelter	1,500	150	390	39	..	..	..	2	10	5.0
12	Ladies' Relief Society	14,849	183	4,998	62	1,659	20	11	9	81	9.0
13	West Oakland Home	13,914	174	5,631	70	2,541	32	18	10	80	8.0
14	PASADENA: Children's Training Society	12,180	203	3,590	60	1,643	27	13	11	60	5.5
15	National Industrial and Orphans' School	5,701	114	701	14	812	16	14	8	50	6.3
16	SACRAMENTO: Sacramento Orphanage and Children's Home	29,240	202	6,800	47	7,792	54	27	19	145	7.6
17	SAN BERNARDINO: San Bernardino Orphans' Home	4,000	114	1,320	38	3,500	100	88	3	35	11.7
18	SAN DIEGO: Children's Home Association	12,540	128	4,795	49	2,660	27	21	13	98	7.5
19	Helping Hand Nursery	5,440	143	1,282	34	1,000	26	18	4	38	9.5
20	SAN FRANCISCO: Boys' and Girls' Aid Society	37,266	261	9,744	68	14,021	98	38	16	143	9.0
21	Infant Shelter	11,260	235	5,291	110	1,387	29	12	14	48	3.4
22	Ladies' Protection and Relief Society	24,850	249	9,163	92	4,532	45	18	21	100	4.8
23	San Francisco Babies' Aid	4,000	.. [h]	600	.. [h]	3,264	.. [h]	82	1	5	5.0
24	San Francisco Nursery for Homeless Children	7,880	123	3,237	51	3,490	55	44	12	64	5.3
25	San Francisco Protestant Orphan Asylum	39,292	283	6,786	49	8,027	58	20	15	139	9.3
26	SAN GABRIEL: Southern California Masonic Orphanage	18,000	360	4,900	98	..	..	..	12	50	4.2
27	SAN JOSE: Home of Benevolence	11,182	149	3,811	51	3,035	40	27	7	75	10.7
28	SOUTH PASADENA: Boys' and Girls' Aid Society	19,080	133	8,832	62	7,833	55	41	12	143	11.9
29	STOCKTON: Stockton Children's Home	7,400	148	2,400	48	..	..	..	5	50	10.0
30	VALLEJO: Good Templars' Home for Orphans	9,170	115	3,500	44	5,491	69	60	12	80	6.7
	Total	$358,788	$182 [i]	$111,547	$57 [i]	$92,587	$46 [i]	26	259	1,959	7.6

TABLE 4 (*concluded*).—SECTION C. STATISTICS OF CHILDREN

	Location and name	In inst. beginning of yr.	Rec'd during yr.	Total in care	Placed in fam. homes	Ret. to kin or friends	Died	Disposed of otherwise	In inst. close of yr.	Under supvn. close of yr.
1	BAKERSFIELD: Kern County Children's Shelter	50	25	75	19	10	..	..	46	..
2	FRESNO: Fresno County Orphanage	52	56	108	6	43	1	12	46	..
3	GARDENA: McKinley Industrial Home	91	46	137	..	47	..	1	89	12
4	GILROY: I. O. O. F. Orphans' Home	55	10	65	..	8	1	6	50	2
5	LOMITA PARK: Bertha Juilly Home[c]	26	34	60	34	..	2	..	24	..
6	LOS ANGELES: Belle White Home[c]	40	31	71	2	37	..	1	31	..
7	Lark Ellen News and Working Boys' Home	18	28	46	..	22	..	2	22	..
8	Los Angeles Orphans' Home	82	57	139	3	51	..	..	85	..
9	Strickland's Home for Boys	46	41	87	..	25	..	16	46	..
10	OAKLAND: Chabot School of Domestic Arts	8	14	22	11	..	..	1	10	11
11	Crouch's Infant Shelter	9	23	32	..	22	2	..	8	..
12	Ladies' Relief Society	75	80	155	2	67	4	..	82	5
13	West Oakland Home	85	50	135	3	47	1	..	84	16
14	PASADENA: Children's Training Society	58	25	83	5	15	..	..	63	8
15	National Industrial and Orphans' School	34	48	82	6	41	1	..	34	2
16	SACRAMENTO: Sacramento Orphanage and Children's Home	92	162	254	25	82	2	..	145	7
17	SAN BERNARDINO: San Bernardino Orphans' Home	35	14	49	4	8	..	..	37	..
18	SAN DIEGO: Children's Home Association	97	76	173	3	65	1	8	96	..
19	Helping Hand Nursery	30	94	124	3	59	..	24	38	..
20	SAN FRANCISCO: Boys' and Girls' Aid Society	158	254	412	25	167	1	58	161	22
21	Infant Shelter	47	81	128	5	73	4	1	45	2
22	Ladies' Protection and Relief Society	102	48	150	..	42	..	8	100	1
23	San Francisco Babies' Aid	4	81	85	..	..	..	80	5	..
24	San Francisco Nursery for Homeless Children	64	65	129	1	53	..	12	63	8
25	San Francisco Protestant Orphan Asylum	135	29	164	3	20	..	2	139	..
26	SAN GABRIEL: Southern California Masonic Orphanage	43	14	57	..	6	..	6	45	..
27	SAN JOSE: Home of Benevolence	74	20	94	..	23	1	..	70	..
28	SOUTH PASADENA: Boys' and Girls' Aid Society	142	88	230	4	82	1	..	143	..
29	STOCKTON: Stockton Children's Home	50	14	64	..	14	..	..	50	..
30	VALLEJO: Good Templars' Home for Orphans	79	41	120	5	32	..	3	80	..
	Total	1,881	1,649	3,530	169	1,161	22	241	1,937	96

[a] Applies to all sections of this table.
[b] Based on capacity.
[c] Bertha Juilly Home closed in 1913 by court order, on complaint of state board of charities; Belle White Home investigated August, 1914, and closed by state board of charities.
[d] Value of land and cottage; main building not now in use.
[e] Estimated.
[f] Estimated value of 1,600 acres of Sacramento valley land.
[g] Based on average number in care.
[h] Per capitas omitted because of brief stay and rapid changes of inmates.
[i] Statistics of San Francisco Babies' Aid omitted in figuring per capitas.

CHAPTER X

GENERAL CHURCH ORPHANAGES AND HOMES

THIS group contains 18 institutions for the care of orphan and other dependent children, under the control and management of individual churches or denominations. The explanatory paragraphs in previous chapters largely apply to these institutions. Only a few of them bear the title orphanage, but the majority are distinct from the regular orphanages in little more than name. The work done is essentially the same; yet some are quite different in work and methods as well as name.

For instance, the Home of the Merciful Savior confines its work to ailing, sick, and invalid children, especially of the poorer classes of Sacramento. The Maud B. Booth homes make a specialty of the care of children whose dependency is not supposed to be permanent, and typify in this respect receiving homes rather than orphanages. The Ellen Stark Ford Home, the Oriental Home, and the Chinese Mission Home are partially devoted to the rescue of endangered oriental children, as well as to their after-care and training. The Frances DePauw and the Spanish Mission homes are similarly related to the rescue and after-care of Spanish and Mexican girls.

There is considerable variety in the plants, work, and character of these 18 institutions, but in the main they are worthy, well furnished, and carefully managed. Their worst fault, which is also that of the orphanages and homes treated in Chapters IX and XI, is a tendency to hold children in institutional care who could be given the better opportunities for development afforded by normal family life.

The aggregate capacity of these 18 institutions is 1,829. The plants are valued at $1,285,500, and nine of the homes have an aggregate endowment of $558,200. The annual expense for maintenance is $278,165. Their annual income from public funds is

$60,935, or 22 per cent of the annual expense. They employ 193 workers and have in care an average of 1,480 children.

As in the preceding chapters, a brief description of each institution is given with a few principal statistics. For additional statistical details the reader is referred to the table at the close of the chapter. The institutions are listed alphabetically: first, by denomination; second, by location.

CONGREGATIONAL

1. MARY R. SMITH COTTAGES, Fourth and Cottage Avenues, Oakland

Founded, 1902. A special institution for dependent girls conducted by a board of managers, each of whom must be a member of the Congregational church. Twelve modern cottages, most of which accommodate eight girls each; average cost per cottage, $10,000; with large central club house, gymnasium, and so forth. Thirty acres of very valuable land, beautified by landscape gardening. Endowment for each cottage, $25,000. One cottage set apart for children whose stay is not supposed to be permanent. Special educational and social advantages afforded. No age of dismissal; wards cared for until self-supporting or married.

Main statistics for year ending December 31, 1913:

Value of plant	$300,000
Amount of endowment	$300,000
Capacity	90
Regular employes	10
Average children in care	75
Annual maintenance	$22,058
Average expense per capita	$294

HEBREW

2. JEWISH ORPHANS' HOME, Huntington Park, Los Angeles

Founded, 1908. An institution for orphan, half-orphan, and other dependent Jewish children, maintained by the Jews of southern California. New buildings, fully modern, well furnished, on tract exceeding 10 acres of land, suburbs of city.

Main statistics for year ending December 31, 1913:

Value of plant	$100,000
Amount of endowment	$35,000
Capacity	95
Regular employes	15
Average children in care	80
Annual maintenance	$16,756
Average expense per capita	$209

3. PACIFIC HEBREW ORPHANAGE, 600 Divisidaro Street, San Francisco

Founded, 1872. An institution for the care of Hebrew orphans and half-orphans, maintained by the Jews of San Francisco and northern California. Large and imposing three-story frame building, modern, with annexes, on tract 275 x 412 feet, central part of city.

Main statistics for year ending December 31, 1913:

Value of plant	$150,000
Amount of endowment	$75,000
Capacity	200
Regular employes	31
Average children in care	170
Annual maintenance	$43,963
Average expense per capita	$259

METHODIST EPISCOPAL

4. DAVID AND MARGARET HOME, Lordsburg

Founded, 1910. A home for the care of orphans and other needy children, maintained and managed by the Woman's Home Missionary Society. Three-story frame building, partly modern, about 40 rooms, with 17 acres of land. To do general orphanage work and some placing-out work.

Main statistics for year ending June 15, 1914:

Value of plant	$30,000
Capacity	70
Regular employes	8
Average children in care	60
Annual maintenance	$10,107
Average expense per capita	$168

5. FRANCES DEPAUW SPANISH INDUSTRIAL SCHOOL, 4970 Sunset Boulevard, Los Angeles

Founded, 1900. A home and school for Spanish and Mexican girls, conducted by the Woman's Home Missionary

Domestic Science Cottage

Main Building

PACIFIC HEBREW ORPHANAGE, San Francisco. (See p. 96)

Oriental Home and Chinese M. E. Church

Kindergarten Children

All Ages at the Home

ORIENTAL HOME, San Francisco. (See p. 98)

Society of the Methodist Episcopal church. Three-story frame building, 25 rooms, modern, on tract exceeding one acre, western part of city. Gives special attention to education and vocational training.

Main statistics for year ending July 1, 1914:

Value of plant	$35,000
Amount of endowment	$3,500
Capacity	56
Regular employes	6
Average children in care	55
Annual maintenance	$6,000
Average expense per capita	$109

6. FRED FINCH ORPHANAGE, Dimond, Oakland

Founded, 1891. An institution for orphans and homeless children, maintained and managed by the Methodist Episcopal church. Three principal buildings, frame, partly modern, with 12 acres of land, in the suburb formerly called Dimond, now included in the city of Oakland.

Main statistics for year ending June 30, 1913:

Value of plant	$80,000
Amount of endowment	$20,000
Capacity	150
Regular employes	13
Average children in care	120
Annual maintenance	$18,567
Average expense per capita	$155

7. ELLEN STARK FORD HOME, 2025 Pine Street, San Francisco

Founded, 1902. A home for needy and endangered Japanese and Korean children and adults, maintained by the Woman's Home Missionary Society of the Methodist Episcopal church. Small but desirable property, central part of city. Of the 48 inmates cared for during the year reported, 38 were under sixteen years of age. Of the other 10, two were married, three returned to Japan, and five went out to employment in the city.

Main statistics for year ending December 31, 1913:

Value of plant	$15,500
Capacity	50
Regular employes	6
Average children in care	38
Annual maintenance	$3,925
Average expense per capita	$103

8. McKinley Orphanage, 3841 Nineteenth Street, San Francisco

Founded, 1897. A home for orphan and abandoned children, maintained and managed by the Methodist Episcopal church. Three-story frame building, modern, on large city lot, central part of city. Fine care and homelike influence.

Main statistics for year ending June 30, 1913:

Value of plant	$24,000
Amount of endowment	$13,000
Capacity	80
Regular employes	6
Average children in care	60
Annual maintenance	$8,656
Average expense per capita	$144

9. Oriental Home, 940 Washington Street, San Francisco

Founded, 1870. A home and training school for oriental children, especially Chinese girls, under the control and support of the Woman's Foreign Missionary Society of the Methodist Episcopal church. Fine new brick and concrete building, occupied November, 1911, replacing one on same site destroyed by fire and earthquake in 1906. Receives boys up to five years, girls of any age. A few Chinese infants placed in Christian Chinese homes; some Chinese girls trained and sent out to domestic service in white families.

Main statistics for year ending December 31, 1913:

Value of plant	$50,000
Capacity	60
Regular employes	3
Average children in care	37
Annual maintenance	$6,013
Average expense per capita	$163

Presbyterian

10. Spanish Mission Home and School, 506 N. Evergreen Avenue, Los Angeles

Founded, 1884. An institution for the care, training, and religious education of Spanish and Mexican girls, conducted by the Board of Home Missions of the Presbyterian church. New building, mission style, fully modern, occu-

pied July, 1914. The home is mainly supported by a group of 53 Presbyterian churches in southern California. Value of plant and capacity refer to new property; other items to work done in old location.

Main statistics for year ending May 1, 1914:

Value of plant	$30,000
Capacity	70
Regular employes	3
Average children in care	22
Annual maintenance	$3,000
Average expense per capita	$136

11. PRESBYTERIAN ORPHANAGE AND FARM, San Anselmo

Founded, 1895. An institution for the care and education of orphan and half-orphan children, maintained and managed by the Presbyterian church. Three-story frame building, modern, with annexes, and school house. Twenty acres of land. Excellent homelike conditions and spirit.

Main statistics for year ending December 31, 1913:

Value of plant	$60,000
Capacity	130
Regular employes	11
Average children in care	113
Annual maintenance	$13,621
Average expense per capita	$121

12. CHINESE MISSION HOME, 920 Sacramento Street, San Francisco

Founded, 1872. A home for the special care and training of oriental children, conducted by the Board of Foreign Missions of the Presbyterian church. Located in the Occidental Mission building, three-story and basement brick structure, fully modern, on quarter block of ground, central in city. Receives all needy Chinese children, babies to adults. Especially devoted to the rescue of young slave girls shipped from China.

Main statistics for year ending October 20, 1910:

Value of plant	$75,000
Capacity	60
Regular employes	6
Average children in care	50
Annual maintenance	$4,420
Average expense per capita	$88

PROTESTANT EPISCOPAL

13. HOME OF THE MERCIFUL SAVIOR, 3410 J Street, Sacramento

Founded, 1907. An institution for the care of sick and invalid children, including those crippled or deformed, conducted under the auspices of the Protestant Episcopal church. Two-story frame dwelling, partly modern, adapted, and one-story bungalow, on half a city block. Bungalow used for infants and small children. No acute contagious cases admitted. Originated in conviction that the ailing children of the poor, especially the anemic, deformed, or crippled, and who ought not to be kept with other children in ordinary institutions, should have separate institutional care, extra nourishing food, and up-to-date scientific treatment. Tendency is toward a home wholly devoted to crippled children. Desire to enlarge and add better hospital facilities.

Main statistics for year ending October 31, 1913:

Value of plant	$12,000
Amount of endowment	$1,700
Capacity	30
Regular employes	5
Average children in care	19
Annual maintenance	$5,548
Average expense per capita	$292

14. MARIA KIP ORPHANAGE, 520 Lake Street, San Francisco

Founded, 1890. An institution for the care of orphans and friendless children, managed by the Sisters of St. Savior, under the auspices of the Protestant Episcopal church. The building is concrete and frame, partly three stories and partly four stories high, modern, on tract 150 x 300 feet, central part of city.

Main statistics for year ending December 31, 1913:

Value of plant	$100,000
Amount of endowment	$100,000
Capacity	125
Regular employes	8
Average children in care	70
Annual maintenance	$12,464
Average expense per capita	$178

15. ARMITAGE ORPHANAGE, San Mateo

Founded, 1887. An institution for orphan and destitute boys under the auspices of the Protestant Episcopal church. Main building, two-story brick structure, modern, with annexes; also chapel, gymnasium, and superintendent's residence. Twenty-five acres of land. Receives both dependents and mild delinquents. Discipline very strict, almost equal to a regular reform school.

Main statistics for year ending January 1, 1910:

Value of plant	$100,000
Amount of endowment	$10,000
Capacity	200
Regular employes	18
Average children in care	165
Annual maintenance	$23,520
Average expense per capita	$143

NOTE.—This orphanage was closed in 1913. Financial difficulties are believed to have greatly reduced the assets which in July, 1914, were reported to be about $50,000. It is rumored that the institution will not be reopened, but the net assets will be used somewhere for child welfare work.

SALVATION ARMY

16. BOYS' AND GIRLS' INDUSTRIAL HOME AND FARM, Lytton

Founded, 1895. A home and training school for neglected and abandoned children, conducted by the Salvation Army. Formerly known as the Golden Gate Orphanage. Removed from San Francisco to Lytton in 1904. Main building, 100 x 200 feet, three stories, frame, modern, with 12 cottages, utility buildings, school house, and 647 acres of land. Receives mainly dependents, but accepts a few mild delinquents. Favorable to placement in family homes. It is a "children's village," supported mainly by the big ranch. Excellent in spirit and in general conditions. (See illustrations facing pages 148 and 149.)

Main statistics for year ending December 31, 1913:

Value of plant	$75,000
Capacity	250
Regular employes	29
Average children in care	236
Annual maintenance	$57,861
Average expense per capita	$245

VOLUNTEERS OF AMERICA

17. MAUD B. BOOTH HOME, Twenty-third Street and Vermont Avenue, Los Angeles

Founded, 1906. A home for neglected and abandoned children, conducted by the Volunteers of America. Two-story frame building, modern, 16 rooms, with cottage annex, on fine corner lot, western part of city. Homelike conditions, excellent spirit, a generally worthy institution. Favorable to placing-out work. (See illustrations facing pages 102 and 103.)

Main statistics for year ending July 1, 1914:

Value of plant	$21,500
Capacity	58
Regular employes	6
Average children in care	55
Annual maintenance	$10,048
Average expense per capita	$183

18. MAUD B. BOOTH HOME, 812 Shotwell Street, San Francisco

Founded, 1904. A home for neglected and abandoned children, conducted by the Volunteers of America. Two-story frame building, 40 x 60 feet, modern; also two rented cottages. Have summer camp at Mt. Hermon, 60 acres, with equipment valued at $2,500. Receives dependents. Cares for many juvenile court cases. More like a receiving home than an orphanage. Especially favorable to placing-out work. Excellent care given in rather inferior plant.

Main statistics for year ending January 1, 1911:

Value of plant	$27,500
Capacity	55
Regular employes	9
Average children in care	55
Annual maintenance	$11,638
Average expense per capita	$212

In addition to these 18 institutions, one new home of this class is reported by the state board of charities. Having received no response to urgent letters asking detailed information, it is here listed but is of course omitted from the statistical tables.

19. CHURCH HOME FOR CHILDREN OF THE PROTESTANT EPISCOPAL CHURCH, Los Angeles

Founded, 1913. Commonly known as the Church Home for Children.

Front of Main Building

Reception Hall, Library, and Stairway

Dining Room

MAUD B. BOOTH HOME, Los Angeles. (See p. 102)

A Model Dormitory
Few Beds, Large Space, Free Ventilation

Line-up of Lassies

Line-up of Laddies

MAUD B. BOOTH HOME, Los Angeles. (See p. 102)

TABLE 5.—GENERAL CHURCH ORPHANAGES AND HOMES. UNDER PRIVATE MANAGEMENT

SECTION A. GENERAL AND FINANCIAL

	Denomination, location, and name	Year of founding	Type of housing	Beneficiaries				Statistics, yr. ending[a]	Capacity	Cost of plant per bed[b]	Value of property		
				Class	Sex	Age limits for					Plant	Endowment	Total
						Recep.	Disch.						
	CONGREGATIONAL												
1	OAKLAND: Mary R. Smith Cottages	1902	Cott.	Dep.	Girls	Inf.–14	None	Dec. 31, 1913	90	$3,333	$300,000	$300,000	$600,000
	HEBREW												
2	LOS ANGELES: Jewish Orphans' Home	1908	Congr.	Dep.	Both	2–14	14	Dec. 31, 1913	95	1,053	100,000	35,000	135,000
3	SAN FRANCISCO: Pacific Hebrew Orphanage	1872	Congr.	Dep.	Both	3–15	15	Dec. 31, 1913	200	750	150,000	75,000	225,000
	METHODIST EPISCOPAL												
4	LORDSBURG: David and Margaret Home	1910	Congr.	Dep.	Both	2–12	12	June 15, 1914	70	429	30,000	..	30,000
5	LOS ANGELES: Frances DePauw Spanish Industrial School	1900	Congr.	Dep.	Girls	6–18	18	July 1, 1914	56	625	35,000	3,500	38,500
6	OAKLAND: Fred Finch Orphanage	1891	Congr.	Dep.	Both	3–14	14	June 30, 1913	150	533	80,000	20,000	100,000
7	SAN FRANCISCO: Ellen Stark Ford Home	1902	Congr.	Dep.	Both	Inf. up	None	Dec. 31, 1913	50	310	15,500	..	15,500
8	McKinley Orphanage	1897	Congr.	Dep.	Both	2–14	14	June 30, 1913	80	300	24,000	13,000	37,000
9	Oriental Home	1870	Congr.	Dep.	Both	M inf.–5 F no limit	None	Dec. 31, 1913	60	833	50,000	..	50,000
	PRESBYTERIAN												
10	LOS ANGELES: Spanish Mission and Home School	1884	Congr.	Dep.	Girls	6–16	16	May 1, 1914	70	429	30,000	..	30,000
11	SAN ANSELMO: Presbyterian Orphanage and Farm	1895	Congr.	Dep.	Both	2–14	14	Dec. 31, 1913	130	462	60,000	..	60,000
12	SAN FRANCISCO: Chinese Mission Home	1872	Congr.	Dep.	Both	Inf. up	None	Oct. 20, 1910	60	1,250	75,000	..	75,000
	PROTESTANT EPISCOPAL												
13	SACRAMENTO: Home of the Merciful Savior	1907	Cott.	Dep.	Both	Inf.–15	15	Oct. 31, 1913	30	400	12,000	1,700	13,700
14	SAN FRANCISCO: Maria Kip Orphanage	1890	Congr.	Dep.	Girls	2½–14	14	Dec. 31, 1913	125	800	100,000	100,000	200,000
15	SAN MATEO: Armitage Orphanage[c]	1887	Congr.	Dep.	Boys	4–16	16	Jan. 1, 1910	200	500	100,000	10,000	110,000
	SALVATION ARMY												
16	LYTTON: Boys' and Girls' Industrial Home and Farm	1895	Cott.	Dep.	Both	Inf.–19	19	Dec. 31, 1913	250	300	75,000	..	75,000
	VOLUNTEERS OF AMERICA												
17	LOS ANGELES: Maud B. Booth Home	1906	Congr.	Dep.	Both	1–16	16	July 1, 1914	58	371	21,500	..	21,500
18	SAN FRANCISCO: Maud B. Booth Home	1904	Congr.	Dep.	Both	Inf.–18	18	Jan. 1, 1911	55	500	27,500	..	27,500
	Total								1,829	$703	$1,285,500	$558,200	$1,843,700

TABLE 5 (*continued*).—SECTION B. COMPARATIVE CURRENT STATISTICS

	Denomination, location, and name	Annual expense for maintenance				Public funds rec'd			Average number of		
		Total	Per capita [d]	Salaries		Amount	Per capita [d]	Per cent of exp.	Regular employes	Chdn. in care	Chdn. per employe
				Amount	Per capita [d]						
	CONGREGATIONAL										
1	OAKLAND: Mary R. Smith Cottages	$22,058	$294	$3,420	$46	..	..	..	10	75	7.5
	HEBREW										
2	LOS ANGELES: Jewish Orphans' Home	16,756	209	7,052	88	$4,057	$51	24	15	80	5.3
3	SAN FRANCISCO: Pacific Hebrew Orphanage	43,963	259	16,074	95	8,340	49	19	31	170	5.5
	METHODIST EPISCOPAL										
4	LORDSBURG: David and Margaret Home	10,107	168	3,360	56	240	4	2	8	60	7.5
5	LOS ANGELES: Frances DePauw Spanish Industrial School	6,000	109	1,200	22	160	3	3	6	55	9.2
6	OAKLAND: Fred Finch Orphanage	18,567	155	4,743	40	3,301	28	18	13	120	9.2
7	SAN FRANCISCO: Ellen Stark Ford Home	3,925	103	1,790	47	..	..	..	6	38	6.3
8	McKinley Orphanage	8,656	144	1,752	29	1,575	26	18	6	60	10.0
9	Oriental Home	6,013	163	2,100	57	..	..	..	3	37	12.3
	PRESBYTERIAN										
10	LOS ANGELES: Spanish Mission Home and School	3,000	136	1,250	57	..	..	..	3	22	7.3
11	SAN ANSELMO: Presbyterian Orphanage and Farm	13,621	121	4,785	42	5,512	49	40	11	113	10.3
12	SAN FRANCISCO: Chinese Mission Home	4,420	88	1,800	36	..	..	..	6	50	8.3
	PROTESTANT EPISCOPAL										
13	SACRAMENTO: Home of the Merciful Savior	5,548	292	2,170	114	1,089	57	20	5	19	3.8
14	SAN FRANCISCO: Maria Kip Orphanage	12,464	178	2,882	41	3,911	56	31	8	70	8.8
15	SAN MATEO: Armitage Orphanage [e]	23,520	143	6,994	42	10,631	64	45	18	165	9.2
	SALVATION ARMY										
16	LYTTON: Boys' and Girls' Industrial Home and Farm	57,861	245	4,049	17	16,298	69	28	29	236	8.1
	VOLUNTEERS OF AMERICA										
17	LOS ANGELES: Maud B. Booth Home	10,048	183	3,876	70	156	3	2	6	55	9.2
18	SAN FRANCISCO: Maud B. Booth Home	11,638	212	4,032	73	5,665	103	49	9	55	6.1
	Total	$278,165	$188	$73,329	$50	$60,935	$41	22	193	1,480	7.7

TABLE 5 (*concluded*).—SECTION C. STATISTICS OF CHILDREN

	Denomination, location, and name	In inst. beginning of yr.	Rec'd during yr.	Total in care	Placed in fam. homes	Ret. to kin or friends	Died	Disposed of otherwise	In inst. close of yr.	Under supvn. close of yr.
	CONGREGATIONAL									
1	OAKLAND: Mary R. Smith Cottages	79	2	81	..	6	..	..	75	..
	HEBREW									
2	LOS ANGELES: Jewish Orphans' Home	75	15	90	..	16	..	..	74	..
3	SAN FRANCISCO: Pacific Hebrew Orphanage	168	35	203	1	22	..	12	168	157
	METHODIST EPISCOPAL									
4	LORDSBURG: David and Margaret Home	67	12	79	3	10	..	12	54	..
5	LOS ANGELES: Frances DePauw Spanish Industrial School	18	64	82	1	70	..	..	11	..
6	OAKLAND: Fred Finch Orphanage	124	74	198	..	97	..	..	101	17
7	SAN FRANCISCO: Ellen Stark Ford Home	40	8	48	..	8	1	1	38	..
8	McKinley Orphanage	59	35	94	4	25	..	2	63	7
9	Oriental Home	39	10	49	6	4	..	5	34	2
	PRESBYTERIAN									
10	LOS ANGELES: Spanish Mission Home and School	22	11	33	..	7	..	4	22	..
11	SAN ANSELMO: Presbyterian Orphanage and Farm	117	33	150	6	31	..	..	113	6
12	SAN FRANCISCO: Chinese Mission Home	55	75	130	5	3	..	75	47	6
	PROTESTANT EPISCOPAL									
13	SACRAMENTO: Home of the Merciful Savior	18	22	40	4	12	1	4	19	..
14	SAN FRANCISCO: Maria Kip Orphanage	75	21	96	3	29	..	..	64	23
15	SAN MATEO: Armitage Orphanage[c]	167	58	225	..	55	..	7	163	..
	SALVATION ARMY									
16	LYTTON: Boys' and Girls' Industrial Home and Farm	242	102	344	7	74	2	25	236	21
	VOLUNTEERS OF AMERICA									
17	LOS ANGELES: Maud B. Booth Home	59	70	129	6	73	..	..	50	..
18	SAN FRANCISCO: Maud B. Booth Home	50	251	301	4	243	..	1	53	4
	Total	1,474	898	2,372	50	785	4	148	1,385	243

[a] Applies to all sections of this table.
[b] Based on capacity.
[c] Institution closed in 1913; the remaining assets, $50,000, will be applied otherwise to the care of orphan children.
[d] Based on average number in care.

CHAPTER XI

CATHOLIC ORPHANAGES AND HOMES

THE Roman Catholic church has 24 organizations and institutions regularly engaged in child-helping work in California. These include 21 orphanages and children's homes, two institutions for delinquent girls, and one society for the placement of children in family homes, orphanages, and other institutions.

This list does not include parochial schools, academies, and colleges not engaged in charitable work; the various hospitals which provide excellent ward facilities for child care; or the settlement centers, day nurseries, and kindergartens, which form important parts of the Catholic child welfare work in the principal cities of the state. Some of these have definite mention in later chapters, but as they do not give regular care and assume no control of the children served, save day care or school regulation, they are not included among the regular child-helping institutions.

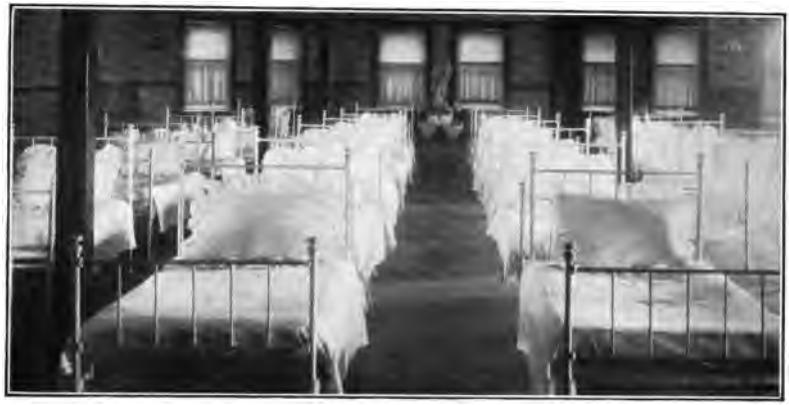
The 21 institutions treated in this chapter compose the most important single group in the state giving permanent care to dependent children. The aggregate capacity of the 75 institutions for dependents is 8,935, of which this group provides 4,217, which is 47 per cent of the whole. These 21 institutions possess plants valued at $3,115,000. Their annual expense for maintenance is $432,697. They annually receive about $208,749 from public funds, or 48 per cent of their annual expense. They employ 332 workers and have in care an average of 3,290 children.

Nearly all possess exceptionally fine locations and some of them large tracts of very valuable land. They are situated in 14 towns and cities, from Anaheim on the south to Ukiah on the north. Some have fine modern buildings. A few are still using old, outgrown, unsanitary structures, built in the congregate style of fifty years ago. All of them are managed by the Sisters or

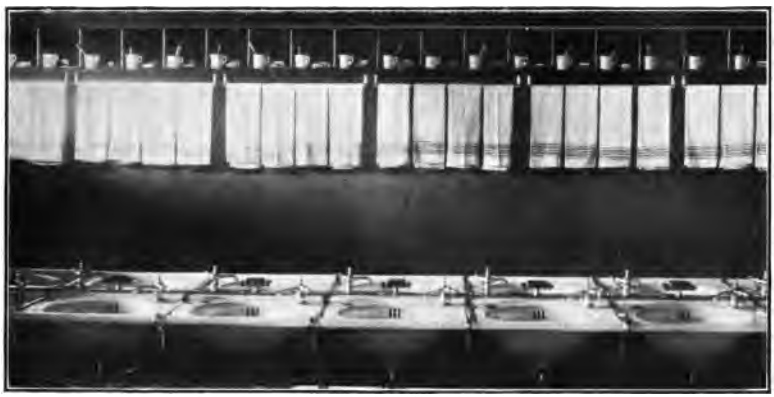
Orphanage Building

Orphanage Family

ST. CATHERINE'S ORPHANAGE, Anaheim. (See p. 107)



Boys' Dormitory



Boys' Lavatory

Orphanage Vegetable Garden

ST. CATHERINE'S ORPHANAGE, Anaheim. (See p. 107)

Brothers of special Catholic orders. Part of them do only orphanage work, but the rest are connected with parochial schools or special academies and combine the two lines of service, as at Gilroy, San Bernardino, and Santa Cruz.

A brief description of each institution follows. A few principal statistics are given here, but complete details can be obtained from the three sections of the table at the close of the chapter.

1. ST. CATHERINE'S ORPHANAGE, Anaheim

Founded, 1894. An orphanage for boys maintained and managed by the Sisters of the Female Religious of the Third Order of St. Dominic. Fine new brick-veneer building, with all modern conveniences; frame annexes. Exquisitely clean and excellently furnished. Every appearance of first class institutional care of children. Sixteen acres of valuable land, mostly in orange grove.

Main statistics for year ending December 31, 1913:

Value of plant	$50,000
Capacity	200
Regular employes	17
Average children in care	155
Annual maintenance	$14,607
Average expense per capita	$94

2. ST. MARY'S ACADEMY AND HOME, Gilroy

Founded, 1902. A home and boarding school conducted by the Sisters of St. Mary's Convent. Two frame buildings, each two-story, partly modern, on tract of three acres, edge of town. Devoted mainly to the care and education of children of broken families. Few taken but those whose relatives can pay for care. Girls' building accommodates 40; boys' building, 30.

Main statistics for year ending December 31, 1913:

Value of plant	$10,000
Amount of endowment	$15,000
Capacity	70
Regular employes	5
Average children in care	46
Annual maintenance	$8,832
Average expense per capita	$192

3. ST. MARY'S ORPHANAGE, Grass Valley

Founded, 1865. An orphanage for girls, under the management of the Sisters of Mercy. Three-story brick main building, mostly modern, with frame annexes; on one city block of land.

Main statistics for year ending June 30, 1913:

Value of plant	$100,000
Capacity	150
Regular employes	13
Average children in care	93
Annual maintenance	$12,196
Average expense per capita	$131

4. ST. PATRICK'S ORPHANAGE, Grass Valley

Founded, 1865. An orphanage for boys, under the management of the Sisters of Mercy. Two-story frame building with annexes, all lacking modern conveniences and antiquated, on five acres of land, edge of town. Buildings should be remodeled and modernized, or abandoned.

Main statistics for year ending June 30, 1913:

Value of plant	$75,000
Capacity	110
Regular employes	9
Average children in care	70
Annual maintenance	$9,148
Average expense per capita	$131

These two institutions at Grass Valley—St. Mary's and St. Patrick's—are distinct and separate in property, children in care, and workers in charge. But they are maintained by the same order, and are managed by one Mother Superior. The books and records are so combined that to obtain separate statistics is exceedingly difficult. Therefore some of those given are estimated proportional parts of the whole.

5. HOME OF THE GUARDIAN ANGEL, Concord and Washington Streets, Los Angeles

Founded, 1894. An orphanage for both sexes, managed by the Sisters of Mercy. Excellent three-story brick building, modern in construction and conveniences. Ten-acre site for convent and orphanage, in west part of city. One of the best equipped of the Catholic institutions.

Main statistics for year ending July 1, 1914:

Value of plant	$150,000
Capacity	250
Regular employes	23
Average children in care	246
Annual maintenance	$24,769
Average expense per capita	$101

6. Los Angeles Orphan Asylum, Boyle and Stephenson Avenues, Los Angeles

Founded, 1856. An institution for dependent and mildly delinquent girls, managed by the Sisters of Charity. Magnificent brick building on a commanding eminence, three stories besides basement and attic, modern; tract of twelve acres of land in eastern part of city. Devoted to the care and education of orphan, half-orphan, and abandoned girls, mostly dependents, although some wayward girls are taken. Largest orphanage in southern California.

Main statistics for year ending June 30, 1913:

Value of plant	$400,000
Capacity	500
Regular employes	26
Average children in care	247
Annual maintenance	$28,713
Average expense per capita	$116

7. Regina Coeli Orphan Asylum, 610 Hill Street, Los Angeles

Founded, 1906. An orphanage for girls, managed by the Sisters of the Sacred Heart, commonly called the Missionary Sisters. Frame building, three stories with two-story annex, partly modern, on about a block of ground. Fine old mansion, adapted to present use. Special attention to education. Connected with the Plaza Church, which is the oldest mission church in the city. Inmates are from many nationalities.

Main statistics for year ending June 30, 1913:

Value of plant	$50,000
Capacity	75
Regular employes	10
Average children in care	72
Annual maintenance	$7,364
Average expense per capita	$102

8. ST. MARY'S ORPHANAGE, Mission San Jose

Founded, 1894. An orphanage for girls, formerly called the Josephinium, managed by the Dominican Sisters who conduct also two institutions for boys—St. Catherine's Orphanage at Anaheim, and the Albertinium Orphanage at Ukiah. Frame building, two stories, new and modern, with annexes, and 17 acres of land in prune orchard. Devoted to the care and education of dependent girls. Nearby is the mother house and normal school of the order. Said to be over 200 Sisters of this order in California, besides novices now in school. In addition to the three child-caring institutions, they are connected with many schools and colleges.

Main statistics for year ending July 1, 1914:

Value of plant	$40,000
Capacity	160
Regular employes	15
Average children in care	158
Annual maintenance	$16,117
Average expense per capita	$102

9. ST. JOSEPH'S AGRICULTURAL INSTITUTE, Rutherford

Founded, 1902. A vocational training school for boys, patterned mainly after the Catholic Protectory's institution at Lincolndale, New York. Buildings incomplete and added to by the use of tents, May to November. Ranch contains 1,021 acres of fine land in high cultivation. Over 100 acres of vineyard; 25 acres in prune orchard; smaller tracts in peaches, apricots, almonds, and so forth. The main part of the land in crops and pasture. Large dairy herd and good creamery. The ranch itself is equivalent to a large endowment, while affording facilities for vocational training in all agricultural and horticultural lines. Receives dependent or slightly delinquent boys twelve to fifteen years of age who desire an agricultural education. The institution aims "to establish a regular agricultural college for boys and young men."

Main statistics for year ending October 31, 1910:

Value of plant	$350,000
Capacity	100
Regular employes	10
Average children in care	100
Annual maintenance	$12,000
Average expense per capita	$120

10. STANFORD-LATHROP MEMORIAL HOME, N and Eighth Streets, Sacramento

Founded, 1895. A home for dependent girls, conducted by the Sisters of Mercy. Three-story brick building, about 30 rooms, modern, formerly a residence of the late Senator Leland Stanford, on a quarter block of land, centrally located in city. Receives only specially selected dependents. Extra good accommodations and care of inmates.

Main statistics for year ending January 1, 1911:

Value of plant	$25,000
Amount of endowment	$75,000
Capacity	47
Regular employes	5
Average children in care	41
Annual maintenance	$7,100
Average expense per capita	$173

11. ST. VINCENT'S ORPHAN ASYLUM, St. Vincents

Founded, 1855. An orphanage for boys, conducted by the Brothers of the Christian Schools. Located in Marin County, a few miles from San Rafael, with a railroad station and a post office of its own. Frame two-story main building about 130 feet front, with two wings extending back 340 feet; various annexes and utility buildings. Partly modern in conveniences, but in part out-of-date and unsuitable for use. Foundation of new buildings laid, but superstructures delayed. The property includes 1,800 acres of land, 300 in cultivation. Cares mainly for dependents.

Main statistics for year ending June 30, 1913:

Value of plant	$200,000
Capacity	530
Regular employes	36
Average children in care	480
Annual maintenance	$60,116
Average expense per capita	$125

12. ST. CATHERINE'S ORPHAN ASYLUM, Fifth and E Streets, San Bernardino

Founded, 1894. An orphanage for girls, conducted by the Sisters of the Immaculate Heart. Two-story brick building, with one-story annexes, and connected with large parochial schools; on full block of land, central in city. About one-third of children cared for are Mexican.

Main statistics for year ending June 30, 1913:

Value of plant	$50,000
Capacity	100
Regular employes	7
Average children in care	50
Annual maintenance	$6,363
Average expense per capita	$127

13. MOUNT ST. JOSEPH'S INFANT ORPHAN ASYLUM, N and Bay View Streets, San Francisco

Founded, 1865. An orphanage for infants and small children, conducted by the Sisters of Charity. Three-story frame building with several annexes and 20 acres of land. Building rambling, inconvenient, and old; should be replaced with a modern structure. Receives babies and children of both sexes up to five years.

Main statistics for year ending June 30, 1913:

Value of plant	$175,000
Amount of endowment	$5,000
Capacity	380
Regular employes	27
Average children in care	280
Annual maintenance	$43,467
Average expense per capita	$155

14. ROMAN CATHOLIC ORPHAN ASYLUM, Bay View and Newhall Streets, San Francisco

Founded, 1852. An institution for orphan, half-orphan, and abandoned girls six to fourteen years of age. First Catholic orphanage in California. Conducted by the Sisters of Charity. Original building destroyed by fire in October, 1910. Fine three-story, steel-frame, brick-filled building with all modern conveniences has taken its place. Site consists of 52 acres of very valuable land. Some endowment, amount not disclosed. The six illustrative

New Building. Capacity, 500

Orphan Asylum Dining Hall

ROMAN CATHOLIC ORPHAN ASYLUM, San Francisco. (See p. 112)

One of the School Rooms

Congregate Lavatory

ROMAN CATHOLIC ORPHAN ASYLUM, San Francisco. (See p. 112)

pictures of this institution will have special interest as showing the present plant and work of the first Catholic orphanage on the Pacific coast, and as representing the latest ideas of those who advocate the care of dependent children in congregate institutions. It is probable that the valuation of the plant, as given below, should be increased by at least $100,000.

Main statistics for year ending June 30 1913:

Value of plant	$400,000
Capacity	500
Regular employes	33
Average children in care	390
Annual maintenance	$44,149
Average expense per capita	$113

15. ST. FRANCIS GIRLS' DIRECTORY, Buena Vista and Morrell Streets, San Francisco

Founded, 1888. An institution for the care of orphan, half-orphan, and neglected children, conducted by Sisters of the Roman Catholic church. Three-story brick and frame building, 40 rooms, modern; on small tract, central in city. The institution has also a farm of 50 acres, across San Francisco Bay, at San Leandro. Cares mainly for girls but takes a few boys, generally to escape dividing families.

Main statistics for year ending June 30, 1913:

Value of plant	$125,000
Capacity	125
Regular employes	10
Average children in care	104
Annual maintenance	$10,400
Average expense per capita	$100

NOTE.—Directory destroyed by fire September, 1915. It is rumored that institution will not be rebuilt.

16. ST. FRANCIS TECHNICAL SCHOOL, Gough and Geary Streets, San Francisco

Founded, 1886. Vocational training school, conducted by the Sisters of Charity. Final one in series of three orphanages conducted in the same city by these Sisters. First, Mount St. Joseph's Infant Orphan Asylum, caring for infants and children up to five years; second, the

Roman Catholic Orphan Asylum, caring for girls six to fourteen years; third, St. Francis Technical School, caring for selected girls fourteen to eighteen years. Fine three-story brick and stone building on half city block of land in choice part of city. The work in which the carefully chosen girls are trained is principally embroidery and high class dress and garment making. First class artists in these lines are employed as instructors and leaders. Institution patronized by many of the wealthiest residents. The Mother Superior said: "The leading ladies of the city are among our regular customers, and have no hesitation in giving large orders for valuable dresses." Graduates of the school command fine positions and large salaries. About 20 girls graduate each year. The Sisters conduct similar institutions at Albany, Baltimore, Washington, and New Orleans.

Main statistics for year ending January 1, 1911:

Value of plant	$200,000
Capacity	125
Regular employes	15
Average children in care	94
Annual maintenance	$30,600
Average expense per capita	$326

17. YOUTHS' DIRECTORY, 720 Church Street, San Francisco

Founded, 1874. An institution "to harbor, protect, and properly educate destitute children, irrespective of creed and color," under the auspices of St. Joseph's Union of the Roman Catholic church. Large four-story stone building with all modern conveniences, on a half block of ground, with a magnificent view of the city. One of the finest and best equipped buildings devoted to charitable work to be found in the country. The Directory is notable for the fact that while a costly institution is maintained and a very large work done, it announces that it "does not now receive, and it never has received, a solitary cent of city, county, or state aid. An appreciative and generous public has sustained it from the beginning by voluntary contributions." Its plan is to "seek out neglected, abused and abandoned children, and take them from corrupting

environments, before the policeman has any right to lay a hand on them." In its direct work it confines its efforts to the rescue, guidance, education, and placement of boys, and usually takes none below the age of seven years.

Main statistics for year ending March 1, 1910:

Value of plant	$175,000
Capacity	100
Regular employes	10
Average children in care	86
Annual maintenance	$23,000
Average expense per capita	$267

18. ST. VINCENT'S INSTITUTION, De la Vina Street, Santa Barbara

Founded, 1858. An institution for orphan and abandoned girls, conducted by the Sisters of Charity. Three-story and high basement brick building, partly modern, on full block of ground, central in city. Receives mainly dependents, but accepts a few delinquents.

Main statistics for year ending January 1, 1914:

Value of plant	$55,000
Capacity	110
Regular employes	14
Average children in care	80
Annual maintenance	$11,751
Average expense per capita	$147

19. SANTA CRUZ FEMALE ORPHAN ASYLUM, Mission Hill, Santa Cruz

Founded, 1862. An institution for the care and education of needy girls, conducted by the Sisters of Charity. Two large three-story frame buildings, modern, on full city block, central in city. Gives special attention to education, and conducts large parochial school in addition to orphanage. Institution neat, orderly, well furnished; one of the best of the kind in the state.

Main statistics for year ending December 31, 1913:

Value of plant	$75,000
Capacity	130
Regular employes	14
Average children in care	96
Annual maintenance	$10,280
Average expense per capita	$107

20. ALBERTINIUM ORPHANAGE, Ukiah

Founded, 1904. An institution for the care of orphan, half-orphan, and abandoned boys. Conducted by the Sisters of the Order of St. Dominic. Good two-story frame building, 52 x 140 feet, on full city block. Also has 20 acres at edge of town. Excellent conditions and appearance of first class work.

Main statistics for year ending June 30, 1913:

Value of plant	$60,000
Capacity	130
Regular employes	12
Average children in care	135
Annual maintenance	$21,110
Average expense per capita	$156

21. ST. FRANCIS' ORPHANAGE, Watsonville

Founded, 1869. An institution for the care and education of orphan and abandoned boys. Conducted by the Franciscan Fathers. Formerly known as the Pajaro Valley Orphan Asylum. The original plant, consisting of a group of seven frame buildings, one of which was the orphanage church, after forty-six years of service is being rapidly replaced by a modern cottage village. Part of the old buildings are retained for use as vocational training shops. The new plant, which will be practically complete by the close of the year, is thus mentioned by the superintendent in a personal letter under date of April 19, 1915: "Eight cottages are now completed. The administration building, the school, and the service building, are all under construction. When these three are completed, we shall arrange all the shops in the old buildings, and shall use them for manual training."

Our illustrations facing pages 116 and 117 show the front of the old plant and a birdseye view from architectural drawings of the new one. This change, now practically complete, of an old-fashioned congregate orphanage into a modern cottage institution is most remarkable. It involved first the evolution of sentiment and conviction, then the determination to raise over a quarter of a million of dollars as a

Old Plant—Now Being Replaced

Pajaro Valley Orphanage Band

ST. FRANCIS' ORPHANAGE, Watsonville. (See p. 116)

NEW PLANT OF ST. FRANCIS' ORPHANAGE, Watsonville. (See p. 116)
Ideal Cottage Village Taking the Place of Old Congregate Plant

building fund. The new St. Francis' Orphanage will long stand as a monument to the devotion and zeal of the Fathers in charge, the loyalty of their financial supporters, and the appreciation of all for modern ideals and methods.

A picture of the orphanage band is given among the illustrations (facing page 116). That it is esteemed to be an important factor in the training given at this institution is shown by these words of Father Zettel: "That the band is a great educational factor has been amply proven, and for that reason we always maintain it on a high plane of efficiency."

The spirit and purpose of the management are shown in the following quotation from a letter of Father Flavian Zettel, the superintendent:

> The ideal training place for children is the individual home, where children are brought up under the care and supervision of father and mother. When they are deprived of this ideal, be it through death, or through the unnatural conduct of parents, or any other cause, and children can not be brought up under the parental roof and are sent to an institution, that institution will achieve the best results which is most homelike. Now, in the cottage system, the children can point to their cottages as their homes. We feel that there are also many other advantages in the cottage system. Our purpose is not to make this the most expensive institution of its kind, but at least one that is a good exemplification of modern ideas.

Up to recent years this orphanage was a conspicuous example of conservatism and the old congregate method of institutional care. For this reason it is to be the more congratulated on its present spirit and splendid plans. The institution possesses over 300 acres of very valuable land, of which 100 acres are in apple orchard, valued above $1,000 per acre. Because productive of a large income, these lands are the equivalent of considerable endowment, but at a low valuation are included as a part of the plant. The statistics given below and in the table do not include the new buildings, on which no accurate valuations are

available, and which undoubtedly would raise the total to above $500,000.

Main statistics for year ending December 31, 1913:

Value of plant	$350,000
Capacity	325
Regular employes	21
Average children in care	267
Annual maintenance	$30,615
Average expense per capita	$115

TABLE 6.—CATHOLIC ORPHANAGES AND HOMES. UNDER PRIVATE MANAGEMENT

SECTION A. GENERAL AND FINANCIAL

	Location and name	Year of founding	Type of housing	Beneficiaries: Class	Beneficiaries: Sex	Beneficiaries: Age limits for Recep.	Beneficiaries: Age limits for Disch.	Statistics, yr. ending[a]	Capacity	Cost of plant per bed[b]	Value of property: Plant	Value of property: Endowment	Value of property: Total
1	ANAHEIM: St. Catherine's Orphanage	1894	Congr.	Dep.	Boys	2–14	14	Dec. 31, 1913	200	$250	$50,000	..	$50,000
2	GILROY: St. Mary's Academy and Home	1902	Congr.	Dep.	Both	3–14	14	Dec. 31, 1913	70	143	10,000	$15,000	25,000
3	GRASS VALLEY: St. Mary's Orphanage[e]	1865	Congr.	Dep.	Girls	2–14	14	June 30, 1913	150	667	100,000	..	100,000
4	St. Patrick's Orphanage[e]	1865	Congr.	Dep.	Boys	2–14	14	June 30, 1913	110	682	75,000	..	75,000
5	LOS ANGELES: Home of the Guardian Angel	1894	Congr.	Dep.	Both	3–13	13	July 1, 1914	250	600	150,000	..	150,000
6	Los Angeles Orphan Asylum	1856	Congr.	Dep.	Girls	2–14	14	June 30, 1913	500	800	400,000	..	400,000
7	Regina Coeli Orphan Asylum	1906	Congr.	Dep.	Girls	3–14	14	June 30, 1913	75	667	50,000	..	50,000
8	MISSION SAN JOSE: St. Mary's Orphanage	1894	Congr.	Dep.	Girls	2–15	15	July 1, 1914	160	250	40,000	..	40,000
9	RUTHERFORD: St. Joseph's Agricultural Institute[d]	1902	Congr.	Dep.	Boys	12–15	15	Oct. 31, 1910	100	3,500	350,000	..	350,000
10	SACRAMENTO: Stanford-Lathrop Memorial Home	1895	Congr.	Dep.	Girls	5–14	14	Jan. 1, 1911	47	532	25,000	75,000	100,000
11	ST. VINCENTS: St. Vincent's Orphan Asylum	1855	Congr.	Dep.	Boys	7–14	14	June 30, 1913	530	377	200,000	..	200,000
12	SAN BERNARDINO: St. Catherine's Orphan Asylum	1894	Congr.	Dep.	Girls	2–14	14	June 30, 1913	100	500	50,000	..	50,000
13	SAN FRANCISCO: Mount St. Joseph's Infant Orphan Asylum	1865	Congr.	Dep.	Both	Inf.–5	5	June 30, 1913	380	461	175,000	5,000	180,000
14	Roman Catholic Orphan Asylum	1852	Congr.	Dep.	Girls	6–14	14	June 30, 1913	500	800	400,000	..[x]	400,000
15	St. Francis Girls' Directory	1888	Congr.	Dep.	Both	2–14	14	June 30, 1913	125	1,000	125,000	..[x]	125,000
16	St. Francis Technical School	1886	Congr.	Dep.	Girls	14–18	18	Jan. 1, 1911	125	1,600	200,000	..	200,000
17	Youths' Directory	1874	Congr.	Dep.	Boys	7–18	18	Mar. 1, 1910	100	1,750	175,000	..	175,000
18	SANTA BARBARA: St. Vincent's Institution	1858	Congr.	Dep.	Girls	2–14	14	Jan. 1, 1914	110	500	55,000	..	55,000
19	SANTA CRUZ: Santa Cruz Female Orphan Asylum	1862	Congr.	Dep.	Girls	2–14	14	Dec. 31, 1913	130	577	75,000	..	75,000
20	UKIAH: Albertinium Orphanage	1904	Congr.	Dep.	Boys	2–14	14	June 30, 1913	130	462	60,000	..	60,000
21	WATSONVILLE: St. Francis' Orphanage	1869	Congr.	Dep.	Boys	6–14	14	Dec. 31, 1913	325	1,077	350,000	..	350,000
	Total								4,217	$739	$3,115,000	$95,000	$3,210,000

TABLE 6 (*continued*).—SECTION B. COMPARATIVE CURRENT STATISTICS

	Location and name	Annual expense for maintenance				Public funds rec'd			Average number of		
		Total	Per capita*	Salaries		Amount	Per capita*	Per cent of exp.	Regular employes	Chdn. in care	Chdn. per employe
				Amount	Per capita*						
1	ANAHEIM: St. Catherine's Orphanage	$14,607	$94	$1,166	$8	$7,657	$49	52	17	155	9.1
2	GILROY: St. Mary's Academy and Home	8,832	192	500	11	..	..	..	5	46	9.2
3	GRASS VALLEY: St. Mary's Orphanage[c]	12,196	131	932	10	5,689	61	47	13	93	7.2
4	St. Patrick's Orphanage[c]	9,148	131	730	10	4,267	61	47	9	70	7.8
5	LOS ANGELES: Home of the Guardian Angel	24,769	101	3,600	15	11,551	47	47	23	246	10.7
6	Los Angeles Orphan Asylum	28,713	116	2,534	10	9,681	39	34	26	247	9.5
7	Regina Coeli Orphan Asylum	7,364	102	648	9	1,692	24	23	10	72	7.2
8	MISSION SAN JOSE: St. Mary's Orphanage	16,117	102	1,000	6	8,918	56	55	15	158	10.5
9	RUTHERFORD: St. Joseph's Agricultural Institute	12,000	120	7,000	70	..	..	..	10	100	10.0
10	SACRAMENTO: Stanford-Lathrop Memorial Home	7,100	173	480	12	..	..	..	5	41	8.2
11	ST. VINCENTS: St. Vincent's Orphan Asylum	60,116	125	12,576	26	50,553	105	84	36	480	13.3
12	SAN BERNARDINO: St. Catherine's Orphan Asylum	6,363	127	490	10	2,382	48	37	7	50	7.1
13	SAN FRANCISCO: Mount St. Joseph's Infant Orphan Asylum	43,467	155	5,634	20	27,176	97	63	27	280	10.4
14	Roman Catholic Orphan Asylum	44,149	113	4,800	12	30,594	78	69	33	390	11.8
15	St. Francis Girls' Directory	10,400	100	720	7	4,863	47	47	10	104	10.4
16	St. Francis Technical School	30,600	326	12,000	128	..	..	..	15	94	6.3
17	Youths' Directory	23,000	267	5,000	58	..	..	..	10	86	8.6
18	SANTA BARBARA: St. Vincent's Institution	11,751	147	1,151	14	3,758	47	32	14	80	5.7
19	SANTA CRUZ: Santa Cruz Female Orphan Asylum	10,280	107	1,000	10	8,000	83	78	14	96	6.9
20	UKIAH: Albertinium Orphanage	21,110	156	1,080	8	19,290	143	91	12	135	11.3
21	WATSONVILLE: St. Francis' Orphanage	30,615	115	6,925	26	12,678	47	41	21	267	12.7
	Total	$432,697	$132	$69,966	$21	$208,749	$63	48	332	3,290	9.9

TABLE 6 (*concluded*).—SECTION C. STATISTICS OF CHILDREN

	Location and name	In inst. beginning of yr.	Rec'd during yr.	Total in care	Placed in fam. homes	Ret. to kin or friends	Died	Disposed of otherwise	In inst. close of yr.	Under supvn. close of yr.
1	ANAHEIM: St. Catherine's Orphanage	150	50	200	..	45	..	..	155	..
2	GILROY: St. Mary's Academy and Home	40	12	52	..	4	..	..	48	..
3	GRASS VALLEY: St. Mary's Orphanage [e]	74	29	103	6	4	..	..	93	18
4	St. Patrick's Orphanage [e]	54	21	75	5	..	..	..	70	22
5	LOS ANGELES: Home of the Guardian Angel	250	101	351	4	99	..	2	246	5
6	Los Angeles Orphan Asylum	246	207	453	20	121	2	63	247	20
7	Regina Coeli Orphan Asylum	78	27	105	..	35	2	..	68	..
8	MISSION SAN JOSE: St. Mary's Orphanage	158	25	183	3	23	..	..	157	35
9	RUTHERFORD: St. Joseph's Agricultural Institute	30	100	130	7	5	..	91	27	..
10	SACRAMENTO: Stanford-Lathrop Memorial Home	47	10	57	1	21	..	..	35	..
11	ST. VINCENTS: St. Vincent's Orphan Asylum	483	201	684	20	189	2	17	456	125
12	SAN BERNARDINO: St. Catherine's Orphan Asylum	35	23	58	1	3	..	1	53	..
13	SAN FRANCISCO: Mount St. Joseph's Infant Orphan Asylum	323	206	529	..	7	55	232	235	50
14	Roman Catholic Orphan Asylum	352	290	642	2	192	1	21	426	40
15	St. Francis Girls' Directory	104	62	166	5	48	..	10	103	..
16	St. Francis Technical School	85	42	127	..	..	..	27	100	..
17	Youths' Directory	85	389	474	53	59	..	274	88	..
18	SANTA BARBARA: St. Vincent's Institution	72	26	98	..	8	..	3	87	..
19	SANTA CRUZ: Santa Cruz Female Orphan Asylum	100	60	160	4	60	..	6	90	16
20	UKIAH: Albertinium Orphanage	130	42	172	6	22	..	4	140	6
21	WATSONVILLE: St. Francis' Orphanage	240	119	359	25	65	2	2	265	39
	Total	3,136	2,042	5,178	162	1,010	64	753	3,189	376

[a] Applies to all sections of this table.
[b] Based on capacity.
[e] These two institutions combined their accounts; separated here by estimate.
[d] Changed in 1913 to a boarding school or agricultural college; doing but little charitable work.
[e] Based on average number in care.
[x] Information not given.

CHAPTER XII

INSTITUTIONS FOR COMBINED CARE OF ADULTS AND CHILDREN

THE rescue homes of California combine the work of caring for endangered girls and unfortunate women with that of the care of babies and other children. The care of children, other than babies in their mothers' arms, has been developed to a considerable extent in these institutions. Two or three of them could quite properly be listed among the regular children's homes, as their work is related about as much to the care of children as to the relief of those older.

Because of their peculiar work these six institutions are listed and tabulated by themselves; and on account of their care of many dependent children they are naturally considered immediately after the regular institutions for this class, indeed as a part of them.

It is the general policy of these homes to recommend to the mothers, most of whom are unmarried, the rearing of their own infants whenever it is possible. Some mothers are unable to do this and voluntarily give them up for adoption. Others go out to service, leaving their babies to be cared for at the home and paying such sums as they are able for the board of the children. Many babies thus left to be boarded are abandoned by their mothers, and after a legal period of waiting are given into the care of child-placing agencies for adoption in approved families.

In addition to those thus retained as abandoned babies or boarders, these homes care for many other children. Some are endangered girls in their critical years from twelve to sixteen; others are the distressed children of deserted wives, who are homeless and destitute. There are so many dependent children, and the pressure is so great, that most of these homes become repositories for a general collection of waifs and strays, perhaps without originally intending to undertake such work.

Maternity and Children's Home
Separate Building for Children on the Left

Convalescent Ward, Maternity Building

TRUELOVE HOME (SALVATION ARMY), Los Angeles. (See p. 123)

A Truelove Baby

Let Me Love You

SAMPLES OF BREAST-FED BABIES AT THE TRUELOVE HOME, Los Angeles. (See p. 123)

FLORENCE CRITTENTON HOME, San Jose. (See p. 125)

The aggregate capacity of the six institutions is 250—140 adults and 110 children. The plants are valued at $116,500. Their annual expense for maintenance is $27,005. Only $5,119 of this, or 19 per cent, is from public funds. They employ 23 workers and average in care 171—98 adults and 73 children. As many of those classed as adults are really immature girls, the entire work can be added to that for dependent children with very little variation from strict equity.

As in previous chapters, a brief outline of each institution is given with the principal statistics. The table at the close of the chapter gives additional points and opportunity for comparison.

1. FLORENCE CRITTENTON HOME, 1632 Santee Street, Los Angeles

Founded in 1894 as the Florence Home; admitted fully to the Crittenton group in 1909. A rescue home devoted to the care of unfortunate girls and their babies, and of delinquent girls from the juvenile court; conducted by a nonsectarian board of managers. One of the 84 homes in the national chain under this title. Two-story frame residence with additions, partly modern, on good corner lot. Co-operates in necessary placing-out work with the Children's Home Society of California.

Main statistics for year ending December 31, 1913:

Value of plant	$20,000
Capacity—adults, 20; children, 20	40
Regular employes	5
Average in care—adults, 15; children, 15	30
Annual maintenance	$6,219
Average expense per capita	$207

2. TRUELOVE HOME, 2670 North Griffin Avenue, Los Angeles

Founded, 1899. A home for the rescue and care of endangered and unfortunate girls and the care of babies and other children, conducted by the Salvation Army. Sometimes called the Salvation Army Rescue Home. Two-story frame buildings, about 40 rooms, modern, on tract 150 x 300 feet, good location. In addition to unfortunate girls and women, receives children from broken families and delinquent girls from the juvenile courts. (See illustrations facing pages 122 and 123.)

Main statistics for year ending December 31, 1913:

Value of plant	$25,000
Capacity—adults, 30; children, 20	50
Regular employes	5
Average in care—adults, 25; children, 15	40
Annual maintenance	$5,929
Average expense per capita	$148

3. BEULAH HOME, Beulah Heights, Oakland

Founded, 1890. A rescue home for the uplift of unfortunate girls and the care of their children, conducted by the Salvation Army. Three-story frame building, about 20 rooms, partly modern, on tract 200 x 300 feet, east part of Oakland. In addition to adult applicants receives children under five years of age from the juvenile court.

Main statistics for year ending September 1, 1914:

Value of plant	$10,000
Capacity—adults, 35; children, 20	55
Regular employes	5
Average in care—adults, 22; children, 19	41
Annual maintenance	$4,382
Average expense per capita	$107

4. PENIEL RESCUE HOME, 1510 Third Street, Sacramento

Founded, 1903. An institution for the care of erring girls and their children and for any woman needing help, conducted by a nonsectarian board of managers. Two-story residence, finely shaded and adorned. Formerly was the Crocker Mansion. Receives girls twelve to fifteen years of age from the juvenile court. Holds very strictly to the idea of the mother permanently caring for her child whenever possible.

Main statistics for year ending March 1, 1910:

Value of plant	$25,000
Capacity—adults, 20; children, 15	35
Regular employes	3
Average in care—adults, 15; children, 10	25
Annual maintenance	$3,793
Average expense per capita	$152

5. FLORENCE CRITTENTON HOME, 376 Twentieth Avenue, San Francisco

Founded, 1902. A home for the care of unfortunate girls and their children, conducted by a nonsectarian board

of managers. One of the 84 homes in the national chain under this title. Two-story and attic frame building with modern conveniences, but property old and inadequate. The children served are largely in their mothers' arms or abandoned by them at the home. Of the 63 so-called adults in care during 1913, there were 29 between fourteen and eighteen years of age. In nativity they were: foreign born, 13; American born, 50. In religion 22 professed to be Catholic and 41 were non-Catholic.

Main statistics for year ending December 31, 1913:

Value of plant	$14,500
Capacity—adults, 15; children, 28	43
Regular employes	3
Average in care—adults, 16; children, 12	28
Annual maintenance	$4,844
Average expense per capita	$173

6. FLORENCE CRITTENTON HOME, 942 Park Avenue, San Jose

Founded, 1909. A home for the rescue and reclamation of unfortunate girls, and the care of their children, conducted by a nonsectarian board of managers. One of the 84 homes in the national chain under this title. Two-story frame building, modern, about 20 rooms, on five-acre tract, good section of city. Some delinquent girls taken from juvenile court. An excellent institution. (See illustration facing page 123.)

Main statistics for year ending July 1, 1914:

Value of plant	$22,000
Capacity—adults, 20; children, 7	27
Regular employes	2
Average in care—adults, 5; children, 2	7
Annual maintenance	$1,838
Average expense per capita	$263

In addition to the six institutions for this work described and tabulated, a new one is reported by the state board of charities. Having no response to urgent letters of inquiry, it is here listed, but for want of detailed statistics is omitted from the tables.

7. HILLCREST REST COTTAGE, Huntington Drive, Bairdstown

Founded about 1913. A rescue home for unfortunate girls, conducted by the religious denomination known as the Nazarenes.

TABLE 7.—INSTITUTIONS FOR COMBINED CARE OF ADULTS AND CHILDREN. UNDER PRIVATE MANAGEMENT

SECTION A. GENERAL AND FINANCIAL

	Location and name	Year of founding	Type of housing	Statistics, yr. ending[a]	Capacity		Cost of plant per bed[b]	Value of property		
					Adults	Chdn.		Plant	Endowment	Total
1	LOS ANGELES: Florence Crittenton Home	1894	Cott.	Dec. 31, 1913	20	20	$500	$20,000	..	$20,000
2	Truelove Home[c]	1899	Congr.	Dec. 31, 1913	30	20	500	25,000	..	25,000
3	OAKLAND: Beulah Home[c]	1890	Congr.	Sept. 1, 1914	35	20	182	10,000	..	10,000
4	SACRAMENTO: Peniel Rescue Home	1903	Cott.	Mar. 1, 1910	20	15	714	25,000	..	25,000
5	SAN FRANCISCO: Florence Crittenton Home	1902	Congr.	Dec. 31, 1913	15	28	337	14,500	..	14,500
6	SAN JOSE: Florence Crittenton Home	1909	Cott.	July 1, 1914	20	7	815	22,000	..	22,000
	Total				140	110	$466	$116,500	..	$116,500

TABLE 7 (*continued*).—SECTION B. COMPARATIVE CURRENT STATISTICS

	Location and name	Annual expense for maintenance				Public funds rec'd			Average number of			
		Total	Per capita[d]	Salaries		Amount	Per capita[d]	Per cent of exp.	Regular employes	Inmates		Inmates per employe
				Amount	Per capita[d]					Adults	Chdn.	
1	LOS ANGELES: Florence Crittenton Home	$6,219	$207	$2,000	$67	$1,359	$45	22	5	15	15	6.0
2	Truelove Home[c]	5,929	148	1,037	26	1,400	35	24	5	25	15	8.0
3	OAKLAND: Beulah Home[c]	4,382	107	1,017	25	500	12	11	5	22	19	8.2
4	SACRAMENTO: Peniel Rescue Home	3,793	152	194	8	207	8	5	3	15	10	8.3
5	SAN FRANCISCO: Florence Crittenton Home	4,844	173	1,523	54	1,653	59	34	3	16	12	9.3
6	SAN JOSE: Florence Crittenton Home	1,838	263	750	107	..	..	..	2	5	2	3.5
	Total	$27,005	$158	$6,521	$38	$5,119	$30	19	23	98	73	7.4

TABLE 7 (*concluded*).—SECTION C. STATISTICS OF CHILDREN

	Location and name	In inst. beginning of yr.		Rec'd during yr.		Total in care		Placed in fam. homes		Ret. to kin or friends		Disposed of otherwise[a]		In inst. close of yr.	
		Adults	Chdn.	Adults	Chdn.	Adults	Chdn.	Adults	Chdn.	Adults	Chdn.	Adults	Chdn.	Adults	Chdn.
1	LOS ANGELES: Florence Crittenton Home	18	14	89	73	107	87	4	3	38	35	44	34	21	15
2	Truelove Home[c] . .	26	5	111	65	137	70	..	..	49	55	70	..	18	15
3	OAKLAND: Beulah Home[c] .	17	12	86	43	103	55	39	..	40	35	5	2	19	18
4	SACRAMENTO: Peniel Rescue Home	15	10	50	46	65	56	5	3	10	36	36	8	14	9
5	SAN FRANCISCO: Florence Crittenton Home	7	7	56	42	63	49	16	10	27	22	4	7	16	10
6	SAN JOSE: Florence Crittenton Home	5	2	47	28	52	30	37	18	..	..	10	10	5	2
	Total	88	50	439	297	527	347	101	34	164	183	169	61	93	69

[a] Applies to all sections of this table.
[b] Based on capacity.
[c] Salvation Army; all others in this table nonsectarian.
[d] Based on average number of inmates in care.
[e] Includes adults who died and children who died.

PART THREE

SUMMARIES AND AUXILIARY ORGANIZATIONS

The public interest will be best subserved and the welfare of dependent children best secured, when each of our child-saving organizations performs only the work it is specifically organized to do, in cordial and systematic co-operation with all other agencies and institutions.—Frank D. Witherbee.

Extreme views of the abnormality of crime may well make us pause, when we reflect on its relativity. Socrates and Jesus were criminals according to the legal standards of their day. We confine and kill those who in the days of Abraham and Ulysses or in positions of power and influence would be heroes. Of the ten chief crimes of the Hebrews of old, only one is now a crime. Many of the knights and barons of the middle ages were brigands, but were not then outlawed by public sentiment as abnormal. There is deep and wide-spread feeling in every community that in extreme hunger all things belong to all. The thought of killing our own fathers or children is monstrous, but we kill the fathers and children of other people with impunity in war. Many of our greatest criminals would have been normal and perhaps eminently useful citizens in other ages and places. Judged by severe and inner standards of morals, most of us have committed every crime. . . . One thing is certain, that the great body of crime is not to be essentially reduced by criminal codes, however skillfully drawn, but only by bettering the individual and social conditions of the community at large.

The new penology is no longer actuated by vengeance, and does not look at the moral gravity of the offense, but solely at the protection of society, which must, not so much punish, as protect itself.—G. Stanley Hall.

At present the care of foundlings varies considerable in different countries. Methods in France have undergone many changes. . . . By the law of 1874 every child under two years of age which is taken care of for hire outside the home of its parents becomes an object of public guardianship. Nevertheless, the actual work and expense of caring for foundlings are to a large extent undertaken by religious communities and private associations, both in asylums and in families. In Germany the asylum system seems never to have been as common as in Italy and in France. Today that country has no foundling asylum in the strict sense of the term. The prevailing practice is to place the infant temporarily in an institution, usually an orphan asylum, and then to give it into the charge of a family. Both the public authorities and the religious communities follow this system. Since the days of Joseph II, foundling asylums have been rather general in Austria. . . . The asylum in Vienna is the largest in the world, having under its care either within or without its doors more than 30,000 children every year. Of the seventy odd thousand infants received during ten years only 902 were legitimate. In proportion to its population, Italy exceeds all other countries in the number of institutions which are exclusively devoted to the care of foundlings. The number in 1898 was 113, and the number of children cared for 100,418. Most of these, however, were placed out in families, although the famous asylum of Florence (founded 1316) sheltered more than 6,500 in the year 1899. The revolving crib has all but disappeared, owing to the conviction of competent authorities that it increased both illegitimacy and child-abandonment.—Catholic Encyclopedia. Article on Foundling Asylums.

CHAPTER XIII

SUMMARY FOR PRIVATE CHILD-CARING INSTITUTIONS

SOME very interesting facts are brought out in the tabulated summary of the 79 child-caring institutions under private management which is found at the close of this chapter. Four of them care mainly for delinquents and 75 are devoted almost wholly to the care of dependents. A number of suggestive totals and averages will be reviewed and repeated for the sake of emphasis.

The summary table divides these institutions into sections based on religious affiliation and type of housing. There are 21 non-Catholic institutions classed as cottage in type. It should be said that several so classed are small, with inferior accommodations, and not distinguished for "care and spirit in imitation of ordinary family life." Yet they are so much below the number limit of the congregate institutions, and the structures occupied are so clearly cottage, that it seems best to so classify them. Not more than 15 of the 21 institutions fully exemplify the definition of a cottage institution as given in the second chapter.

The congregate institutions are divided into two sections. The first contains 35 non-Catholic and the second 23 Catholic institutions. At the time of the study all of the Catholic institutions were distinctly congregate in type, but the St. Francis' Orphanage at Watsonville is now (1915) erecting a fine cottage plant, and others have similar changes under consideration.

The 21 institutions of the cottage section have invested in their plants an aggregate of $975,700. Their combined capacity is 1,505, giving an average cost per bed of $648. Could the small institutions not fully cottage in type be eliminated, the average cost of plant per bed for the remainder would be about $1,000. There is an aggregate endowment of $362,300, making a total investment of $1,338,000, or an average of $63,714 per institution.

The annual cost of maintenance of the 21 cottage institu-

tions is $261,369, or an average of $212 per capita. The salaries aggregate $62,932, or an average of $51 per capita. The income from public funds is $64,201, or $52 per capita, and 25 per cent of the cost of maintenance. They have 170 regular employes, with an average of 1,230 children in care, which is 7.2 children per employe.

The total number of children in care for the year is 2,410. Their relative disposition is indicated by these figures: placed in family homes, 164; returned to kin or friends, 705; died, 11; disposed of otherwise, 323; in institutions at close of year, 1,207.

Passing to the section containing the 35 non-Catholic congregate institutions, we find invested in their plants a total of $2,022,000. The combined capacity is 3,343, and the average cost of plant per bed, $605. Many possess large investments, not all income producing, but all counted as endowment, and aggregating $1,332,500. The total value of property is $3,354,500, or an average of $95,843 per institution.

In this section the annual cost of maintenance is $450,242, or an average of $182 per capita. The salaries aggregate $145,010, or $59 per capita. The income from public funds is $107,398, or $43 per capita and 24 per cent of the current expense. They have 331 regular employes, with an average of 2,478 children in care, which is 7.5 children for each worker.

The total number in care during the year is 4,539. The proportions of the various items of disposition are very similar to those quoted from the cottage section: placed in family homes, 194; returned to kin or friends, 1,637; died, 15; disposed of otherwise, 322; in institutions at close of year, 2,371.

The Catholic section is characterized by the large relative size and importance of the institutions. While it contains only 23 of the 79 institutions, or less than 30 per cent of them, their aggregate capacity is nearly 48 per cent and their plant valuation over 53 per cent of the whole. The 23 plants are valued at $3,465,000. The combined capacity is 4,452 and the average cost of plant per bed is $778. There is on record only $95,000 of endowment. The total value of property is $3,560,000, or an average of $154,783 per institution.

The cost of maintenance is $479,759, or $138 per capita. The salaries, low in amount because most of the Sisters and Broth-

Asylum Entrance. Mobilization of Forces

Drill for Girls in Needlework

Developing Future Mechanics

SAN FRANCISCO PROTESTANT ORPHAN ASYLUM, San Francisco. (See p. 87)

Kindergarten Class

Girls' Physical Culture Class

Boys in the Gymnasium

SAN FRANCISCO PROTESTANT ORPHAN ASYLUM, San Francisco. (See p. 87)

ers have no stated compensation, aggregate $74,166, or $21 per capita. The income from public funds is $223,215, or $64 per capita and 47 per cent of the cost of maintenance. There are 357 regular employes, with an average of 3,469 children in care, or 9.7 for each worker.

The total number of children in care during the year is 5,473. The disposition of them is as follows: placed in family homes, 172; returned to kin or friends, 1,045; died, 64; disposed of otherwise, 825; in institutions at close of year, 3,367.

The grand total of these three sections is suggestive. The amount invested in institutional plants is $6,462,700. The combined capacity of the 79 institutions is 9,300, giving as the average cost of plant per bed $695. The total of endowment is $1,789,800 and the grand aggregate of investment is $8,252,500, or an average of $104,462 per institution.

For current expenses the total is $1,191,370, or for each child of the average in care $166. The salaries aggregate $282,108, a per capita average of $39. The public funds received are $394,814, or $55 per capita and 33 per cent of the cost of maintenance. A total of 858 workers are employed; on the average there are 7,177 children in care, or 8.4 for each worker.

The year brings a total of 12,422 children into care. They are disposed of as follows: placed in family homes, 530; returned to kin or friends, 3,387; died, 90; disposed of otherwise, 1,470; in institutions at close of year, 6,945. There are also 715 other children under their control and supervision but located elsewhere, some in private families and some in hospitals and other institutions.

Out of the combined experience of all the private child-caring institutions of California we may draw quite definite inferences. For instance, it costs in cash $166 per year to care for a dependent child, and the child also has the use of the institutional plant. If we divide the value of the 79 plants, $6,462,700, by the average number of children in care, 7,177, we have $900—the average proportional amount of property set apart for the use of each child. At 5 per cent this would bring $45, which added to the cash current expenses makes the average total cost of maintenance $211 per capita. Other interesting deductions may be drawn from the three sections of this statistical table.

TABLE 8.—SUMMARY FOR PRIVATE CHILD-CARING INSTITUTIONS. By Religious Affiliation and Type of Housing

Section A. General and Financial

Table no.	Classified groups (Tables 1, 4, 5, 6, 7)	No. of institutions	Year of founding		Class of beneficiaries	Statistics, yr. ending[a]	Capacity	Cost of plant per bed[b]	Value of property		
			Earliest	Latest					Plant	Endowment	Total
Non-Catholic											
Cottage Type											
1	Institution for delinquent boys	1	1908	1908	Delinquent	July 1, 1914	90	$612	$55,100	..	$55,100
4	Nonsectarian orphanages and homes	14	1867	1910	Dependent	Nov. 1, 1910 to July 1, 1914	943	495	466,600	$60,600	527,200
5	General church orphanages and homes	3	1895	1907	Dependent	Oct. 31, 1913 to Dec. 31, 1913	370	1,046	387,000	301,700	688,700
7	Institutions for combined care of adults and children	3	1894	1909	Dependent	Mar. 1, 1910 to July 1, 1914	102	657	67,000	..	67,000
	Total for non-Catholic cottage institutions	21	1867	1910			1,505	$648	$975,700	$362,300	$1,338,000
Congregate Type											
1	Institution for delinquent girls	1	1888	1888	Delinquent	Feb. 1, 1910	40	$1,000	$40,000	$3,000	$43,000
4	Nonsectarian orphanages and homes	16	1851	1909	Dependent	Jan. 1, 1911 to June 30, 1914	1,696	610	1,034,000	1,073,000	2,107,000
5	General church orphanages and homes	15	1870	1910	Dependent	Jan. 1, 1910 to July 1, 1914	1,459	616	898,500	256,500	1,155,000
7	Institutions for combined care of adults and children	3	1890	1902	Dependent	Dec. 31, 1913 to Sept. 1, 1914	148	334	49,500	..	49,500
	Total for non-Catholic congregate institutions	35	1851	1910			3,343	$605	$2,022,000	$1,332,500	$3,354,500
	Total for non-Catholic institutions	56	1851	1910			4,848	$618	$2,997,700	$1,694,800	$4,692,500
Roman Catholic											
Congregate Type											
1	Institutions for delinquent girls	2	1858	1904	Delinquent	Dec. 31, 1910 to Dec. 31, 1913	235	$1,489	$350,000	..	$350,000
6	Catholic orphanages and homes	21	1852	1906	Dependent	Mar. 1, 1910 to July 1, 1914	4,217	739	3,115,000	$95,000	3,210,000
	Total for Catholic institutions	23	1852	1906			4,452	$778	$3,465,000	$95,000	$3,560,000
	Grand total for private institutions	79	1851	1910			9,300	$695	$6,462,700	$1,789,800	$8,252,500

TABLE 8 (*continued*).—SECTION B. COMPARATIVE CURRENT STATISTICS

Table no.	Classified groups (Tables 1, 4, 5, 6, 7)	No. of institutions	Annual expense for maintenance				Public funds rec'd			Average number of		
			Total	Per capita[a]	Salaries		Amount	Per capita[a]	Per cent of exp.	Regular employes	Chdn. in care	Chdn. per employe
					Amount	Per capita[a]						
	NON-CATHOLIC											
	Cottage Type											
1	Institution for delinquent boys	1	$43,471	$580	$14,836	$198	$12,057	$161	28	21	75	3.6
4	Nonsectarian orphanages and homes	14	120,581	158	35,513	47	33,191	44	28	95	763	8.0
5	General church orphanages and homes	3	85,467	259	9,639	29	17,387	53	20	44	330	7.5
7	Institutions for combined care of adults and children	3	11,850	191	2,944	47	1,566	25	13	10	62	6.2
	Total for non-Catholic cottage institutions	21	$261,369	$212	$62,932	$51	$64,201	$52	25	170	1,230	7.2
	Congregate Type											
1	Institution for delinquent girls	1	$4,182	$182	$1,709	$74	$901	$39	22	5	23	4.6
4	Nonsectarian orphanages and homes	16	238,207	199	76,034	64	59,396	50	25	164	1,196	7.3
5	General church orphanages and homes	15	192,698	168	63,690	55	43,548	38	23	149	1,150	7.7
7	Institutions for combined care of adults and children	3	15,155	139	3,577	33	3,553	33	23	13	109	8.4
	Total for non-Catholic congregate institutions	35	$450,242	$182	$145,010	$59	$107,398	$43	24	331	2,478	7.5
	Total for non-Catholic institutions	56	$711,611	$192	$207,942	$56	$171,599	$46	24	501	3,708	7.4
	ROMAN CATHOLIC											
	Congregate Type											
1	Institutions for delinquent girls	2	$47,062	$263	$4,200	$23	$14,466	$81	31	25	179	7.2
6	Catholic orphanages and homes	21	432,697	132	69,966	21	208,749	63	48	332	3,290	9.9
	Total for Catholic institutions	23	$479,759	$138	$74,166	$21	$223,215	$64	47	357	3,469	9.7
	Grand total for private institutions	79	$1,191,370	$166	$282,108	$39	$394,814	$55	33	858	7,177	8.4

TABLE 8 (*concluded*).—SECTION C. STATISTICS OF CHILDREN

Table no.	Classified groups (Tables 1, 4, 5, 6, 7)	No. of institutions	In inst. beginning of yr.	Rec'd during yr.	Total in care	Placed in fam. homes	Ret. to kin or friends	Died	Disposed of otherwise	In inst. close of yr.	Under supvn. close of yr.
NON-CATHOLIC											
Cottage Type											
1	Institution for delinquent boys	1	64	69	133	..	43	..	21	69	..
4	Nonsectarian orphanages and homes	14	672	743	1,415	83	451	8	131	742	29
5	General church orphanages and homes	3	339	126	465	11	92	3	29	330	21
7	Institutions for combined care of adults and children	3	64	333	397	70	119	..	142	66	..
	Total for non-Catholic cottage institutions	21	1,139	1,271	2,410	164	705	11	323	1,207	50
Congregate Type											
1	Institution for delinquent girls	1	21	19	40	4	6	..	5	25	..
4	Nonsectarian orphanages and homes	16	1,209	906	2,115	86	710	14	110	1,195	67
5	General church orphanages and homes	15	1,135	772	1,907	39	693	1	119	1,055	222
7	Institutions for combined care of adults and children	3	74	403	477	65	228	..	88	96	..
	Total for non-Catholic congregate institutions	35	2,439	2,100	4,539	194	1,637	15	322	2,371	289
	Total for non-Catholic institutions	56	3,578	3,371	6,949	358	2,342	26	645	3,578	339
ROMAN CATHOLIC											
Congregate Type											
1	Institutions for delinquent girls	2	180	115	295	10	35	..	72	178	..
6	Catholic orphanages and homes	21	3,136	2,042	5,178	162	1,010	64	753	3,189	376
	Total for Catholic institutions	23	3,316	2,157	5,473	172	1,045	64	825	3,367	376
	Grand total for private institutions	79	6,894	5,528	12,422	530	3,387	90	1,470	6,945	715

[a] Applies to all sections of this table.
[b] Based on capacity.
[c] Based on average number in care.

CHAPTER XIV

GENERAL SUMMARY FOR ALL AGENCIES AND INSTITUTIONS

TO BIND as in a sheaf the principal statistics presented in the various tables, a general summary is given at the close of this chapter. The summary of the 79 child-caring institutions showed the work in orphanages and homes under private management. For this general abstract the child-placing agencies and the institutions under public management must be added.

The outline of the work of each institution includes a full year's activities, the statistics covering the latest annual period for which records were available. While these fiscal years do not all end at the same date, the variation in work done from year to year is usually small; and as the majority of the reports are for an annual period ending sometime in 1913, these totals and averages may be considered as relating to that year.

Four things should be in mind when the per capita expenses are considered: First, the expense is lower in Catholic than in non-Catholic institutions, largely because the Sisters and Brothers of the various orders in charge of the former do much work that in the latter must be performed by hired help. Second, the per capita expense is higher in the homes giving industrial or other special training, mainly because of a larger proportion of paid employes to wards in care. Third, new institutions of considerable capacity, institutions doing special work for relatively few children, and those operated in behalf of a limited class of the population will also be above the average in per capita expense. Fourth, the child-placing agencies having few children in care at any one time, and by their methods caring for many in the course of a year, expend a relatively small amount for each child under care.

There are included in this summary 14 public institutions—one for the feeble-minded and epileptic, three for delinquents, and 10 detention homes for all classes; also 86 private institutions—

seven child-placing agencies, four institutions for delinquents, 69 orphanages and homes, and six institutions for combined care of adults and children. Totals and averages are given separately for the public and private institutions, and the table concludes with the grand total.

It is worth noting that in the public provision for these classes the state and counties have invested $2,341,800 in plants with a capacity of 2,415; while private benevolence has invested $6,499,900 in plants with a capacity of 9,360, and added $1,848,800 in endowments, including all sorts of funds other than the plants, a total permanent private investment of $8,348,700. The grand total of permanent investment in behalf of dependent, delinquent, and defective children is $10,690,500. For a state which only recently passed the two-million mark in population, these figures are certainly remarkable.

The annual cost of maintenance calls for continuous paying or giving. Unlike funds in lands and buildings, there is little except ledger accounts to show for them at the end of the year. The current expense fund is the real financial indicator in all welfare work. The state and county appropriations for the maintenance of the 14 public institutions aggregate $592,149. The total cost of maintenance for the 86 private agencies and institutions is $1,362,313, of which $497,201 were public funds from the state or county treasuries, or 36 per cent of the whole. The remaining $865,112 were mainly donations from the churches and the charitable public, as even the aggregate of endowment noted above, if it all were income producing, would provide less than $100,000 a year.

It will thus be seen that for the institutional care of dependent, delinquent, and defective children the tax payer must provide annually for the support of these institutions $1,089,350, or in public funds and private gifts a total of $1,954,462. Elsewhere it is made clear that in addition nearly one-third of a million ($304,252) is appropriated from public funds to aid dependents in private homes. As the latter form of aid for dependents is rapidly increasing, it is safe to say that the annual cash outlay in California for the maintenance of dependent, delinquent, and defective children exceeds two and a half millions.

Main Building

Boys' Cottage. Hospital in Distance

Nellie-Inez Cottage for Infants and Small Children

CHILDREN'S HOME ASSOCIATION, San Diego. (See p. 83)

Babies at the Bar

Sandlotters of San Diego

Floating Away on Christmas Morning

CHILDREN'S HOME ASSOCIATION, San Diego. (See p. 83)

The 14 public institutions have 346 regular employes and an average of 1,880 inmates in care, which is 5.4 for each employe. The 86 private institutions employ 919 regular workers and have an average of 7,236 children in care, which is 7.9 for each employe. The grand total of employes is 1,265, the average number in care is 9,116, which gives a final average of 7.2 per employe.

The children cared for in these institutions are of course the vital center of all this expense and effort. The aggregate numbers are so large as to almost bewilder the ordinary reader. One can appreciate and understand a single institution with a hundred children in care, but it requires adaptation and computation to adequately comprehend a hundred institutions. The social sympathizer seldom has occasion to think of charities in terms other than as they relate to a single community; often the social worker is forced to think in terms of the state or even of the nation. A review of the section giving the statistics of children will emphasize the California work for even the social worker.

The public institutions began the year with 1,860 inmates, received during the year 4,325, making a total of 6,185. Of these, 402 were placed in family homes, 2,251 were returned to kin or friends, 76 died, 1,622 were disposed of otherwise, and 1,834 remained in the institutions at the close of the year. There was a net decrease in population of 26, but there were at least 4,351 changes within the twelve months.

The private institutions began the year with 6,948 children, received during the year 7,642, making a total of 14,590. The grand total in both public and private institutions by these figures is, therefore, 20,775 children in care during the year.

There is some little interchange of wards between institutions, so this number includes some counted more than once. Elsewhere the matter is more fully discussed, with the conclusion that not less than 19,000 different children are wards of these institutions every year.

The 14,590 wards in the private institutions were disposed of as follows: placed in family homes, 926; returned to kin or friends, 3,909; died, 90; disposed of otherwise, 2,661; in institutions at close of year, 7,004. The net gain in population was only 56, but at least 7,642 changes took place during the year.

Comparing the average number on hand with the total in care during the year, the public institutions (which include the detention homes, intended for brief stay) average a complete change of inmates twice a year; and the private institutions a change of children every twelve months.

Study of the table itself will show minor groupings, from which many comparisons and deductions may be drawn. The orphanages and homes may be compared with the institutions for delinquents; or different groups of orphanages and homes with each other. The reader is invited to give careful attention to this summary, as perhaps the most important table in the book.

These statistics of finance and children in their greatness in one sense are a magnificent testimony to large-hearted liberality toward the most helpless class of dependents known to modern society. In another sense the very existence of so many institutions, and the large amounts of money required for their establishment and maintenance, are an arraignment of our civilization, which causes or permits such immense numbers of innocent children to become homeless and to suffer want.

The facts here brought out will lead the intelligent citizen to thoughtfully consider three principal questions related to this subject:

1. Are the present methods of caring for all these children the best possible?

2. Is there any way to lessen the number of all these children and to better the condition of those who remain?

3. What economies can be effected so that the state will not be obliged to annually expend over $1,000,000 from public funds, and about $1,000,000 more from charitable and philanthropic sources for the institutional care of these classes, to say nothing of the official and private care of many hundreds more of dependent children in private homes, costing perhaps another $500,000?

After all the three questions are really one, being only a statement of the central idea from different viewpoints. In the efforts to solve these and related problems are needed the best thought, the highest wisdom, and the truest devotion to humanity to be found in the commonwealth.

TABLE 9.—GENERAL SUMMARY FOR ALL AGENCIES AND INSTITUTIONS. UNDER PUBLIC OR PRIVATE MANAGEMENT

SECTION A. GENERAL AND FINANCIAL

Table no.	Classified groups (Tables 1 to 7)	No. of institutions	Year of founding		Class of beneficiaries	Statistics, yr. ending[a]	Capacity	Cost of plant per bed[b]	Value of property		
			Earliest	Latest					Plant	Endowment	Total
	PUBLIC MANAGEMENT										
1	Institution for feeble-minded	1	1885	1885	Feeble-minded	June 30, 1912	1,070	$672	$718,700	..	$718,700
1	Institutions for delinquents .	3	1889	1914	Delinquent	June 30, 1912 to July 18, 1914	1,050	1,273	1,337,100	..	1,337,100
2	Juvenile detention homes .	10	1907	1914	All classes	Jan. 1, 1911 to Dec. 31, 1914	295	1,212[c]	286,000	..	286,000
	Total for public agencies and institutions	14	1885	1914			2,415	$994[c]	$2,341,800	..	$2,341,800
	PRIVATE MANAGEMENT										
3	Child-placing agencies . .	7	1890	1910	Dependent	June 30, 1913 to Sept. 1, 1914	60	$400[c]	$37,200	$59,000	$96,200
1	Institutions for delinquents .	4	1858	1908	Delinquent	Feb. 1, 1910 to July 1, 1914	365	1,219	445,100	3,000	448,100
4	Nonsectarian orphanages and homes	30	1851	1910	Dependent	Nov. 1, 1910 to July 1, 1914	2,639	569	1,500,600	1,133,600	2,634,200
5	General church orphanages and homes	18	1870	1910	Dependent	Jan. 1, 1910 to July 1, 1914	1,829	703	1,285,500	558,200	1,843,700
6	Catholic orphanages and homes	21	1852	1906	Dependent	Mar. 1, 1910 to July 1, 1914	4,217	739	3,115,000	95,000	3,210,000
7	Institutions for combined care of adults and children	6	1890	1909	Dependent	Mar. 1, 1910 to Sept. 1, 1914	250	466	116,500	..	116,500
	Total for private agencies and institutions	86	1851	1910			9,360	$693[c]	$6,499,900	$1,848,800	$8,348,700
	Grand total for public and private agencies and institutions	100	1851	1914			11,775	$754[c]	$8,841,700	$1,848,800	$10,690,500

TABLE 9 (*continued*).—SECTION B. COMPARATIVE CURRENT STATISTICS

Table no.	Classified groups (Tables 1 to 7)	No. of institutions	Annual expense for maintenance				Public funds rec'd			Average number of		
			Total	Per capita[d]	Salaries		Amount	Per capita[d]	Per cent of exp.	Regular employes	Chdn. in care	Chdn. per employe
					Amount	Per capita[d]						
	PUBLIC MANAGEMENT											
1	Institution for feeble-minded.	1	$179,782	$192	$84,216	$90	$179,782	$192	100	142	936	6.6
1	Institutions for delinquents .	3	331,636	441	133,496	178	331,636	441	100	161	752	4.7
2	Juvenile detention homes .	10	80,731	..[e]	31,150	..[e]	80,731	..[e]	100	43	192	4.5
	Total for public agencies and institutions	14	$592,149	$303[f]	$248,862	$129[f]	$592,149	$303[f]	100	346	1,880	5.4
	PRIVATE MANAGEMENT											
3	Child-placing agencies . .	7	$170,943	..[e]	$37,740	..[e]	$102,387	..[e]	60	61	59	1.0
1	Institutions for delinquents .	4	94,715	$342	20,745	$75	27,424	$99	29	51	277	5.4
4	Nonsectarian orphanages and homes	30	358,788	182	111,547	57	92,587	46	26	259	1,959	7.6
5	General church orphanages and homes	18	278,165	188	73,329	50	60,935	41	22	193	1,480	7.7
6	Catholic orphanages and homes	21	432,697	132	69,966	21	208,749	63	48	332	3,290	9.9
7	Institutions for combined care of adults and children	6	27,005	158	6,521	38	5,119	30	19	23	171	7.4
	Total for private agencies and institutions	86	$1,362,313	$166[f]	$319,848	$39[f]	$497,201	$55[f]	36	919	7,236	7.9
	Grand total for public and private agencies and institutions	100	$1,954,462	$192[f]	$568,710	$56[f]	$1,089,350	$102[f]	56	1,265	9,116	7.2

TABLE 9 (*concluded*).—SECTION C. STATISTICS OF CHILDREN

Table no.	Classified groups (Tables 1 to 7)	No. of institutions	In inst. beginning of yr.	Rec'd during yr.	Total in care	Placed in fam. homes	Ret. to kin or friends	Died	Disposed of otherwise	In inst. close of yr.	Under supvn. close of yr.
	PUBLIC MANAGEMENT										
1	Institution for feeble-minded	1	919	162	1,081	..	24	74	37	946	19
1	Institutions for delinquents	3	789	525	1,314	8	262	2	332	710	730
2	Juvenile detention homes	10	152	3,638	3,790	394	1,965	..	1,253	178	4,375[g]
	Total for public agencies and institutions	14	1,860	4,325	6,185	402	2,251	76	1,622	1,834	5,124
	PRIVATE MANAGEMENT										
3	Child-placing agencies	7	54	2,114	2,168	396[h]	522	..	1,191	59	2,261
1	Institutions for delinquents	4	265	203	468	14	84	..	98	272	..
4	Nonsectarian orphanages and homes	30	1,881	1,649	3,530	169	1,161	22	241	1,937	96
5	General church orphanages and homes	18	1,474	898	2,372	50	785	4	148	1,385	243
6	Catholic orphanages and homes	21	3,136	2,042	5,178	162	1,010	64	753	3,189	376
7	Institutions for combined care of adults and children	6	138	736	874	135	347	..	230	162	..
	Total for private agencies and institutions	86	6,948	7,642	14,590	926	3,909	90	2,661	7,004	2,976
	Grand total for public and private agencies and institutions	100	8,808	11,967	20,775	1,328	6,160	166	4,283	8,838	8,100

[a] Applies to all sections of this table.
[b] Based on capacity.
[c] Figures for institutions occupying rented property omitted in finding cost of plant per bed.
[d] Based on average number in care.
[e] Per capitas omitted because figured on the basis of the entire number in care.
[f] Statistics for detention homes and child-placing agencies omitted in figuring per capitas.
[g] Many of these children are undoubtedly housed with friends and relatives, and are under the supervision of probation officers.
[h] This number (396) represents the net increase of children in family homes. Table 3 shows, at the beginning of the year, under supervision in homes, 1,865; and at the close of the year, 2,261, a net increase, as above, of 396. The "agencies" actually placed in homes during the year 1,343 children, as shown in Table 3; but the statistical plan adopted does not permit showing those placements in this table.

CHAPTER XV

COMBINED COUNTY AND STATE AID FOR DEPENDENT CHILDREN

FOR several years the amounts paid from public funds for the support of dependent children in California have been variously estimated, but never accurately known. No bureau or official of the state was charged with the duty of collecting such data, and until the present survey of the state was made by the Russell Sage Foundation only a part of the statistics were anywhere available.

It should be noted that the state board of control at Sacramento compiles the statistics of the support given from the state treasury. These relate to amounts allowed from state funds for orphans, half-orphans, abandoned, and foundling children, who are either in regularly incorporated institutions and reported by them, or in the various counties, and receiving aid on requisitions from the county supervisors. For valued assistance in the compilation of the figures used in this chapter and tabulation, indebtedness to the state board of control is gratefully acknowledged.

As stated elsewhere, conditions and methods in relation to dependent children in California are in a transitional state. This may be suggestively noted in the rapidly changing statistics of state aid. Take for instance the amounts for the three years ending June 30, 1911, as illustrative of the variations in the sup: port given from the state treasury to the above named classes-

TABLE F.—STATE AID GRANTED TO DEPENDENT CHILDREN
Fiscal Years Ending June 30, 1909, 1910, and 1911

Aided	Aided in		
	1909	1910	1911
Through private institutions	$272,562	$266,500	$248,599
On requisition of county officers	119,005	131,808	180,801
Total	$391,567	$398,308	$429,400

It will be seen that the amounts paid directly by the state for the support of dependent children in institutions are steadily diminishing, while amounts paid for their support through county officials are more rapidly increasing. The aggregate from state funds here shown is larger than for several years.

The state board of control very kindly furnished the interesting figures given below, showing the numbers and classification of children aided for the three years 1909, 1910, and 1911. Those said to be "in counties" are largely in family homes and receive the aid through the county supervisors. This table will be as suggestive as the coördinate one relating to finance. The statistics cover the fiscal year ending June 30th of the year named.

TABLE G.—DEPENDENT CHILDREN RECEIVING STATE AID

Fiscal Years Ending June 30, 1909, 1910, and 1911

Year	Aided	Children aided				
		Orphans	Half-orphans	Abandoned	Foundlings	Total
1909	In private institutions	661	3,380	166	166	4,373
	In counties	158	2,309	96	..	2,563
	Total	819	5,689	262	166	6,936
1910	In private institutions	623	3,368	157	192	4,340
	In counties	164	2,388	96	..	2,648
	Total	787	5,756	253	192	6,988
1911	In private institutions	525	3,243	140	153	4,061
	In counties	184	3,050	198	4	3,436
	Total	709	6,293	338	157	7,497

The entire number of these children receiving aid from private sources and the state has been variously estimated, but for lack of reliable statistics all up to the present has been mere guesswork. Having now the statistics of private institutions carefully compiled, and data at hand from the individual counties and the state as a whole, a real approximation of the actual number is possible.

It will be seen that during the fiscal year ending June 30, 1911, state aid was given 3,436 children through the county supervisors to the amount of $180,801, or an average of $53 per child. These children were practically all in family homes, either of relatives or outsiders; for if in institutions, application would in most cases have been made directly. During this same period

the county officers expended also $123,451 from county funds for the maintenance of dependent children boarded or cared for in family homes. Doubtless the amounts per child would average about the same as for state funds. Therefore about 2,330 different dependent children were thus aided by county funds during the last fiscal year.*

Now as to the children in private institutions. The state gave aid to 4,061 children within the fiscal year ending June 30, 1911, on lists forwarded by the orphanages and homes, the amount aggregating $248,599, or an average of $61 per child. During the same fiscal year the counties expended $126,179 from county funds for the aid of children in private institutions. On the same basis as the average state aid per child, this amount indicates about 2,068 children. As will be noted, the average per child is a little higher in institutions than for outside aid—probably because the need and the care are more permanent. It is certain that some of those 2,068 children are in other than our listed institutions, a few even in other states, but for all practical purposes they may be accounted covered in our institutional tables.

From the above data the number of dependent children receiving at least partial maintenance from public funds is easily approximated. Let it be stated again that this estimate does not include the children in the juvenile detention homes, or those in the state institutions—the Sonoma State Home at Eldridge, and the training schools at Ione, Ventura, and Whittier.

Aided by the state in private institutions	4,061
Aided by the counties in private institutions . . .	2,068
Aided by the state in family homes	3,436
Aided by the counties in family homes	2,330
Total receiving aid from public funds	11,895

By the census of 1910 the population of California was 2,377,549. In 1911, 11,895 children were aided by public funds, a ratio of 500 in each 100,000 inhabitants. This is more than double the ratio for California shown in the comparative table of the 11 states (see p. 17) which includes some unsubsidized institutions but does not include children given public aid in private homes.

*The addition of 1913 to the state aid statute, called the widows' pension law, authorizes the payment of both state and county funds to the same persons.

It is also possible to approximate the entire number of different children receiving aid from both public and private sources, with the exception of the detention homes and training schools. Drawn from figures heretofore presented, and relating to the fiscal year ending June 30, 1911, the estimate will then be as follows:

Aided by the state in family homes	3,436
Aided by counties in family homes	2,330
Total recorded in year by private institutions	14,590*
Total	20,356
Deduction for those probably counted more than once, due to institutional interchange	1,356
Approximate net total cared for	19,000

It is fair to say that in some cases the state aid may be supplemented by county aid, and in such cases there would be double counting. On the other hand is the fact that some county officers provided the desired statistics reluctantly, and others scrutinized their records carelessly because the request for such data was outside their regular routine. The children or the funds missed or overlooked under such conditions will probably balance all those receiving double aid. It may therefore be confidently stated that about 12,000 different children annually receive aid from public funds in California, either in private institutions or in family homes, and at least 19,000 are dependent in the sense of receiving either public or private aid. For reasons already given, the numbers are only approximate, as it was impossible to obtain exact data covering a single fiscal year.

To cover the entire work done in California for defective, delinquent, and dependent children, we must of course include the public institutions. The numbers involved will be about as follows:

Aided by the state and counties in family homes	5,766
Wards of private institutions during year	14,590*
Wards of public institutions during year	6,185*
Total	26,541
Deduction for those probably counted more than once	1,541
Approximate net total cared for	25,000

*Figures, from Table 9, relate to fiscal years of institutions, from January 1, 1910, to December 31, 1914.

In the county part of the table at the close of the chapter a new field is entered. As previously mentioned, the amounts drawn from the state treasury are not all the public funds devoted to dependents, but those drawn from the county treasuries hitherto have been given little general consideration. In the above study of numbers of children this part of the public funds was definitely used, but the matter deserves more detailed consideration.

Until now, the amounts drawn from county funds for the aid of juvenile dependents have never been listed or definitely considered a part of the public support of dependent children. While it has been generally understood that practically all the counties of the state are paying something from their local treasuries for the care and support of this class, except in a few of the most populous and wealthy the amounts were never published. In fact, many of the counties have never so separated the items of their relief of adult indigents from those relating to the care and aid of dependent minors as to know themselves what amounts were so expended.

There is no state law in California requiring the counties to have uniform systems of records. Each county is in many matters a law unto itself. Something of uniformity has been brought about through the reports which must be made to the state officers. This has hitherto not included specific data in regard to dependent children. A new law passed in 1911, requiring reports to the state board of control, now covers this subject. The first regular schedules were sent out in 1912, but no data from returns were available in time to use for this study.

The material for the tabulation of county aid to dependent children shown in the table was collected during October, November, and December, 1911. Previous to this, kindly but urgent explanatory letters with a form prepared for the desired statistics, had been sent out to all county auditors. After waiting a reasonable time for the replies, a few of which were received, a second letter was sent with but little better results. Then as more than half of the counties had not responded, they were personally visited during the months named and the statistics slowly accumulated. The task was finished late in December, 1911.

Home Village, from Hill on the North

Administration Building

Dining Room. Officers and Children Eat Together

BOYS' AND GIRLS' INDUSTRIAL HOME AND FARM, Lytton. (See p. 101)

Sonoma Cottage. Built by the Boys

House Mother and Brood of Children

Supper Time

BOYS' AND GIRLS' INDUSTRIAL HOME AND FARM, Lytton. (See p. 101)

The statistics gathered do not include the support of the children in the state schools at Ione, Ventura, and Whittier, nor of those in the Sonoma State Home at Eldridge. Nor are the juvenile detention homes included, although they give temporary care to many dependents, unless in a few instances county officers have figured in something as a part of the care of children in institutions. All reports were for the fiscal year ending June 30, 1911.

The term dependent children is intended to include all orphan, half-orphan, and abandoned children, and all others not formally recorded as delinquent or feeble-minded, who are either wholly or partially supported by public funds, or by the donations of the charitable or humane.

This being the first time an effort has been made to secure statistics of amounts expended for dependent minors from county funds, it was necessary to overcome some inertia on the part of county officers, some of whom resent the varied and continual demands on them for all sorts of information. They may, in some cases, have failed to search out all the items that should be credited in their counties. This fact causes errors, if any exist, on the side of conservatism. The amounts are too small rather than too large.

It will be a matter of some surprise to note in the tabulation that the counties of California are paying a quarter of a million dollars each year from their local treasuries for the care of needy children, in addition to the amounts paid by the state. By the adoption of the widows' pension law in 1913 this amount will be greatly increased. The totals as given in the table for the year ending June 30, 1911, are: Counties, $249,630; state, $429,400; combined total, $679,030. In proportion to population, this expenditure exceeds what is paid from public funds by any other state in the Union, except New York, for the support of dependent children, and in actual amount is exceeded only by New York which has nearly four times as many people, and possibly Pennsylvania, with about three times the population.

TABLE 10.—COMBINED COUNTY AND STATE AID FOR DEPENDENT CHILDREN

Year Ending June 30, 1911

Number	County	County aid		State aid		Total county and state aid
		To children in family homes	To children in private institutions	Through county supervisors	To children in private institutions	
1	Alameda	..	$10,450	$5,240	$11,325	$27,015
2	Alpine	..	44	..	..	44
3	Amador	..	..	2,720	..	2,720
4	Butte	$4,571	1,050	4,193	..	9,814
5	Calaveras	..	..	2,083	..	2,083
6	Colusa	503	480	487	..	1,470
7	Contra Costa	..	..	4,625	..	4,625
8	Del Norte	560	93	..	..	653
9	Eldorado	1,717	..	3,336	..	5,053
10	Fresno	40	5,763	5,940	1,792	13,535
11	Glenn	..	540	..	..	540
12	Humbolt	854	235	6,287	..	7,376
13	Imperial	240	264	240	..	744
14	Inyo[a]	..	..	..	..	..
15	Kern	4,700	391	1,113	..	6,204
16	Kings	312	257	318	..	887
17	Lake	..	..	1,458	..	1,458
18	Lassen	450	..	1,713	..	2,163
19	Los Angeles	23,472	6,079	7,333	45,014	81,898
20	Madera	601	1,880	1,867	..	4,348
21	Marin	..	600	995	28,563	30,158
22	Mariposa	98	..	1,136	..	1,234
23	Mendocino	202	970	6,525	5,889	13,586
24	Merced	985	..	1,792	..	2,777
25	Modoc	680	..	2,700	..	3,380
26	Mono[a]	..	..	..	..	..
27	Monterey	2,382	756	2,304	..	5,442
28	Napa	45	..	1,755	..	1,800
29	Nevada	..	880	4,524	10,037	15,441

30	Orange	679	3,379	3,097	7,835	14,990
31	Placer	267	204	5,571	..	6,042
32	Plumas	..	..	744	..	744
33	Riverside	60	2,847	1,403	..	4,310
34	Sacramento	..	8,330	8,008	11,353	27,691
35	San Benito	240	..	294	..	534
36	San Bernardino	4,078	4,738	3,562	3,512	15,890
37	San Diego	233	5,694	935	1,733	8,595
38	San Francisco	59,284	55,135	42,342	73,367	230,128
39	San Joaquin	3,460	4,050	6,390	..	13,900
40	San Luis Obispo	..	350	1,991	..	2,341
41	San Mateo	828	350	1,623	7,886	10,687
42	Santa Barbara	309	..	1,548	5,281	7,138
43	Santa Clara	5,076	600	4,925	7,176	17,777
44	Santa Cruz	315	..	2,864	14,758	17,937
45	Shasta	..	..	3,477	..	3,477
46	Sierra	243	..	1,570	..	1,813
47	Siskiyou	305	..	2,196	..	2,501
48	Solano	..	3,026	..	6,711	9,737
49	Sonoma	997	4,301	5,016	6,367	16,681
50	Stanislaus	..	1,331	1,124	..	2,455
51	Sutter	758	..	768	..	1,526
52	Tehama	144	60	..	..	204
53	Trinity	31	..	1,565	..	1,596
54	Tulare	..	..	3,056	..	3,056
55	Tuolumne	3,732	564	..	..	4,296
56	Ventura	..	..	1,371	..	1,371
57	Yolo	..	488	1,956	..	2,444
58	Yuba	..	..	2,721	..	2,721
	Total	$123,451	$126,179	$180,801	$248,599	$679,030

Total for county funds	$249,630
Total for state funds	429,400
Grand total for state and county funds	$679,030

[a] The auditors of Inyo and Mono counties declared that no state or county funds were used for dependent children in these counties.

CHAPTER XVI

POPULATION, EXPENSE, AND PUBLIC FUNDS

TO facilitate the study of the institutional population, current expense, and amounts received from public funds, a table is appended to this chapter entitled Population and Expense for All Agencies and Institutions. This table shows the public child-caring institutions entirely supported from the state and county treasuries, the private institutions assisted by public subsidies, and the private institutions not subsidized. Totals are given for each class. At the close the child-caring agencies are added with a final grand total of organizations, average numbers in care, and the cost of support. The table also gives for these various classes of institutions the relative amounts per 100,000 inhabitants for the average number of children in care, the expense of maintenance, and the public funds appropriated.

This grouping of the statistics permits numerous comparisons from various viewpoints. In the careful study of numbers and finance on the basis of each 100,000 of the state's inhabitants, the calculations are made from the United States Census figures of 1910, which give California's population at 2,377,549.

It should be stated that the word "subsidies" and the phrase "institutions receiving state or county aid" are strenuously objected to by some social workers in California. They declare that "aid" is not given to institutions but to orphans and other needy children. The fact that the majority of them are in private institutions has no essential connection with the matter. Yet as the institutions hold the children in their custody and control, prepare the lists on which the demand is made, and receive the aid which the state provides for the children in their care, the expressions above used may be accepted, subject to this explanation. The public funds received undoubtedly aid both the institutions and the children in their care.

As stated by W. Almont Gates, former secretary of the state

board of charities and corrections, in defining the legal basis of appropriations: "The state pays to private institutions, for each full orphan supported $100 per year; for each half-orphan, $75 per year; for each abandoned child, $75 per year; and for each foundling, $12.50 per month until it is eighteen months old."*

In further definition of the status required for a place on the state lists for financial help, it should be noted that no such children are eligible for state aid unless they have acquired a legal residence in the state, and unless they are in an incorporated institution maintaining an average of not less than 20 children.

By referring to Section A of the tables relating to private institutions, the ages and classes of children cared for by each may be ascertained. Of the 79 private institutions in our tables, 61 received a part of their support from public funds. These received an aggregate of $394,814, which was 38 per cent of their annual expense for maintenance. Four of them are institutions for delinquents and 57 care for dependents.

Until very recent years there has been no regular examination by any officer of the state to determine which and how many of the children in these institutions, and for whom state aid is claimed, are actually and necessarily dependent. During the years 1910 and 1911 an officer of the state board of examiners did some work on this line, which resulted in a material reduction in the number of those to whom state aid was granted. Under one of the new laws which went into effect in 1911, all of these institutions are placed under the supervision of the state board of charities and corrections, and the careful examination of conditions by agents of the board since then has resulted in the closing of a few inferior institutions, better quality of service on the part of others, and considerable reduction in the numbers of children in institutional care listed for allowances under the state laws.

A few years ago A. J. Pillsbury, then secretary of the state board of examiners, stated that from the best figures that board could then obtain, the state paid about three-fifths of the cost of maintaining the orphan and other dependent children in these institutions. This was before careful supervision was inaugurated

*California State Board of Charities and Corrections. Biennial Report, 1910, p. 27.

and the above noted reduction in numbers resulted. As above mentioned the table at the close of this chapter shows that 38 per cent, or a little less than two-fifths of the total maintenance, is from public funds. State supervision, which has had only a few years of full authority, seems already to have accomplished two things; it has reduced the number of institutional dependents requiring state aid and has increased the proportionate cost of service borne by the institutions themselves, the latter fairly implying a higher standard of care, as the actual sum per child in state aid remains the same.

The basis of the per cent here given is the entire average number in care. It should not be forgotten that this average contains some children in each institution not listed for state aid. Mr. Pillsbury's estimate refers only to children of the classes named previously and listed in reports to the state officers as inmates of the institutions. It is evident that to take the entire population into account might slightly modify the percentage. However, while the variation would be small, it is necessarily ignored entirely, because there is no way to separate those lists from the lists of other children in the annual reports.

To arrive at the exact ratio of public aid to the cost of maintenance in the private institutions requires carefully classified lists of all those receiving aid, the length of time spent in the institutions, and the amount allowed for their support; the results to be compared with the total number cared for and the entire cost of maintenance. The obtaining of such lists was not attempted.

Some of the unlisted children may be real charity cases, for technical reasons not listed for state aid. Others are "boarders," temporarily cared for at the institutions at the request of parents or guardians, who are expected to pay stated sums for their maintenance. Still others are children assigned to these institutions for various reasons by the local authorities, and the city or county usually becomes responsible for a stated amount for each child. In a few cases the county is able to make a demand upon the state treasury for reimbursement, and the state thus pays indirectly for the institutional care of children not listed by the institutions themselves.

Los Angeles Orphan Asylum, Los Angeles. (See p. 109)
Typical Congregate Building. Capacity, 500

Learning to Cook

On the Playground

ROMAN CATHOLIC ORPHAN ASYLUM, San Francisco. (See p. 112)

A new provision relating to the public support of children by counties is found in a paragraph of the juvenile court law which was enacted in 1913. The provision is included in Section 23 of the law and is as follows:

> Any order providing for the custody of a neglected, dependent, or delinquent person may provide that the expense of maintaining such person shall be paid by the parent or parents or guardian of such person, and in such case shall state the amount to be so paid; and shall determine whether or not the parent or parents or guardian shall exercise any control of such person and determine the extent thereof. . . . If it be found, however, that the parent or parents or guardian of a neglected, dependent or delinquent person is unable to pay the whole expense of maintaining such person, the court may, in the order providing for the custody of such person, direct such additional amount as may be necessary to support such person to be paid from the county treasury of the county, the amount so ordered to be paid from the treasury of said county not to exceed in the case of any one person the sum of eleven dollars per month.*

In the tables the columns headed public funds contain statistics relating to both state and county aid. A majority of the institutions receive only state aid; some receive both; a few have public funds only from the county or a city.

The columns indicating the public funds per capita, based on the average number in care, and the per cent the public funds bear to the entire cost of maintenance are exceedingly interesting. Comparison of public with private institutions, and the various groups of private institutions with each other will be profitable.

The average time in the institution for which state aid is obtained is about ten months. This refers to a single year, but of course any child may be listed in successive years. As will be noted in the table, the average per capita from public funds for the children in the four private homes for delinquents is $99; and in the 57 private homes for dependents it is $60.

The following summary and comparison of public and private child-caring organizations, drawn and figured from Table 11, will be of interest.

In the table drawn from statistics in the census volume on

*Assembly Bill No. 1684, approved June 16, 1913.

SPECIAL SUMMARY OF POPULATION AND EXPENSE FROM TABLE 11

	Data for institutions and agencies		
	Public	Private	Public and private
INSTITUTIONS			
Number	4	79	83
Average number of children in care	1,688	7,177	8,865
Current expense			
Amount	$511,418	$1,191,370	$1,702,788
Average per child	$303	$166	$192
Public funds			
Amount	$511,418	$394,814	$906,232
Per cent of expense	100	33	53
Amounts per 100,000 inhabitants			
Average number of children in care	70	302	372
Total current expense	$21,506	$50,099	$71,605
Public funds	$21,506	$16,602	$38,108
CHILD-CARING AGENCIES			
Number	10	7	17
Average number of children in care	192	59	251
Current expense	$80,731	$170,943	$251,674
Public funds			
Amount	$80,731	$102,387	$183,118
Per cent of expense	100	60	73
Amounts per 100,000 inhabitants			
Average number of children in care	8	2	10
Total current expense	$3,395	$7,189	$10,584
Public funds	$3,395	$4,306	$7,701
INSTITUTIONS AND AGENCIES			
Number	14	86	100
Average number of children in care	1,880	7,236	9,116
Current expense	$592,149	$1,362,313	$1,954,462
Public funds			
Amount	$592,149	$497,201	$1,089,350
Per cent of expense	100	36	56
Amounts per 100,000 inhabitants			
Average number of children in care	78	304	382
Total current expense	$24,901	$57,288	$82,189
Public funds	$24,901	$20,908	$45,809

Benevolent Institutions, given in Chapter I, California was credited with 236.4 dependent children in private institutions for every 100,000 of the population. Our table (Table 11) from reports of 75 private institutions for dependents, a larger number than reported to the census bureau, shows that there are 290 inmates to the 100,000. Adding the four private institutions for delinquents, the ratio is 302 per 100,000. The total, including the four state institutions, is 372 per 100,000; and including the detention homes and the receiving homes of the child-placing agencies, the grand total is 382. Other interesting and important matters are indicated in this table.

While on the whole the number of dependent children in institutions is slightly smaller than in former years and the num-

ber of those for whom state aid is granted is decreasing to some extent, the number maintained by the counties both in institutions and outside is rapidly increasing. Many children who under former conditions would have been placed in institutions with aid from state funds, now receive "outside relief," or the mother obtains a so-called "pension." In this way any apparent decrease has been cancelled, and in fact the total number of children aided from public funds increases every year.

A definite example of remarkable increase in county aid may well be given. San Francisco County in 1911 paid from its treasury for the support of dependent children in institutions $55,135. (See Table 10, p. 150.) By the kindness of Hon. Stuart A. Queen, secretary of the state board of charities, we are able to present below the list of institutions and amounts paid to them for the care of children by the same county in 1913.

Children's Agency of the Associated Charities	$36,929
Eureka Benevolent Society	9,866
Catholic Humane Bureau	54,494
Albertinium Orphanage	7,199
Armitage Orphanage	220
Boys' and Girls' Aid Society	6,104
California Girls' Training Home	1,869
Florence Crittenton Home	244
Boys' and Girls' Industrial Home and Farm	2,203
Santa Cruz Female Orphan Asylum	1,690
Infant Shelter	1,400
Maria Kip Orphanage	528
Maud B. Booth Home	5,174
Mount St. Joseph's Infant Orphan Asylum	8,811
Saint Francis' Orphanage	415
Presbyterian Orphanage and Farm	396
Roman Catholic Orphan Asylum	12,562
St. Francis Girls' Directory	964
Ladies' Protection and Relief Society	1,620
St. Mary's Orphanage	2,426
Nursery for Homeless Children	1,176
St. Vincent's Orphan Asylum	18,566
Fred Finch Orphanage	110
McKinley Orphanage	1,056
St. Catherine's Orphanage	3,945
Total	$179,973

The important subject of state and county aid for dependent children requires for full and adequate treatment many matters and details not included in this chapter or the table at its close. Present deficiencies are largely due to the impossibility of finding or compiling the requisite data when the study was made. Under the new forms of record prepared by the state boards, in accordance with the laws enacted in 1911 and 1913, a few years will produce far more detailed and comprehensive statistics.

TABLE 11.—POPULATION AND EXPENSE FOR ALL AGENCIES AND INSTITUTIONS

Under Public or Private Management

Table no.	Classified groups (Tables 1 to 7)	No. of institutions	Average no. chdn. in care	Current expense		Public funds			Amounts per 100,000 inhabitants		
				Amount	Per capita	Amount	Per capita	Per cent of exp.	Average no. chdn. in care	Total expense	Public funds
	CHILD-CARING INSTITUTIONS										
	PUBLIC INSTITUTIONS										
	For Feeble-minded										
1	Sonoma State Home	1	936	$179,782	$192	$179,782	$192	100	39	$7,560	$7,560
	For Delinquents										
1	California School for Girls	1	55	$27,393	$498	$27,393	$498	100	2	$1,152	$1,152
1	Preston School of Industry	1	391	152,939	391	152,939	391	100	16	6,431	6,431
1	Whittier State School	1	306	151,304	494	151,304	494	100	13	6,363	6,363
	Total for delinquents	3	752	$331,636	$441	$331,636	$441	100	31	$13,946	$13,946
	PRIVATE INSTITUTIONS										
	For Delinquents										
1	Nonsectarian institutions	2	98	$47,653	$486	$12,958	$132	27	4	$2,004	$545
1	Catholic homes	2	179	47,062	263	14,466	81	31	8	1,979	608
	Total for delinquents	4	277	$94,715	$342	$27,424	$99	29	12	$3,983	$1,153
	Total for delinquents, public and private	7	1,029	$426,351	$414	$359,060	$349	84	43	$17,929	$15,099
	For Dependents, Subsidized										
4	Nonsectarian orphanages and homes	23	1,734	$318,556	$184	$92,587	$53	29	73	$13,396	$3,893
5	General church orphanages and homes	13	1,258	238,749	190	60,935	48	26	53	10,040	2,563
6	Catholic orphanages and homes	16	2,923	351,165	120	208,749	71	59	123	14,767	8,778
7	Institutions for combined care of adults and children	5	164	25,167	153	5,119	31	20	7	1,058	215
	Total for dependents, subsidized	57	6,079	$933,637	$154	$367,390	$60	39	256	$39,261	$15,449

	For Dependents, Not Subsidized											
4	Nonsectarian orphanages and homes	7	225	$40,232	$179	..	..	..	10	$1,692	..
5	General church orphanages and homes	5	222	39,416	178	..	..	..	9	1,657	..
6	Catholic orphanages and homes	5	367	81,532	222	..	..	..	15	3,429	..
7	Institutions for combined care of adults and children	1	7	1,838	263	..	..	..	..	77	..
	Total for dependents, not subsidized	18	821	$163,018	$199	..	..	..	34	$6,855	..
	Total for all dependents	75	6,900	$1,096,655	$159	$367,390	$53	34	290	$46,116	$15,449
	Total for all private institutions	79	7,177	$1,191,370	$166	$394,814	$55	33	302	$50,099	$16,602
	Total (not including 18 institutions not subsidized)	61	6,356	$1,028,352	$162	$394,814	$62	38	268	$43,244	$16,602
	Total for all public and private institutions	83	8,865	$1,702,788	$192	$906,232	$102	53	372	$71,605	$38,108
	Total (not including 18 institutions not subsidized)	65	8,044	$1,539,770	$191	$906,232	$113	59	338	$64,750	$38,108
	CHILD-CARING AGENCIES										
	PUBLIC AGENCIES										
2	Juvenile detention homes[a]	10	192[b]	$80,731	..[b]	$80,731	..[b]	100	8	$3,395	$3,395
	PRIVATE AGENCIES										
3	Child-placing agencies	7	59[b]	170,943	..[b]	102,387	..[b]	60	2	7,189	4,306
	Total for public and private agencies	17	251[b]	$251,674	..[b]	$183,118	..[b]	73	10	$10,584	$7,701
	Grand total for all agencies and institutions	100	9,116[b]	$1,954,462	..[b]	$1,089,350	..[b]	56	382	$82,189	$45,809
	Grand total (not including 18 institutions not subsidized)	82	8,295[b]	$1,791,444	..[b]	$1,089,350	..[b]	61	348	$75,334	$45,809

[a] Classed with agencies, because doing a work for the juvenile court similar to that done for agencies by receiving homes.
[b] Because of the very small average numbers in care in juvenile detention homes and in child-placing agencies, per capitas which would be comparable with the others given in this table can not be computed.

CHAPTER XVII

DAY NURSERIES AND SETTLEMENT CENTERS

WHAT social workers call the "poverty line" is an imaginary one like the equator, passing not around the earth but through society. It divides people who are adequately self-supporting from those who have not enough to maintain proper living conditions and in the main need or require charitable aid. Most of the children in agencies or institutions are members of families that have definitely fallen below the "poverty line," and thousands more are but slightly above it. These multitudes are the objects of especial philanthropic thought, and of extensive organized social and charitable efforts.

These various organizations, which may be called auxiliary child welfare agencies, not only do their own important preventive work but also render valuable co-operative service to the agencies for child-placing in families and the institutions for permanent care. Some are only partially devoted to the relief of depressed children, and are related chiefly to the adult population. Many are organized to mitigate conditions affecting entire families. All materially affect child welfare and conditions related to dependency and delinquency, and hence are proper subjects for inclusion here.

These organizations seldom receive children as wards, or assume more than a very limited control. Nor do they often take children into their care for more than a few days. Their work is usually advisory, educational, or remedial, yet nearly always charitable. Their direct relation to the agencies and institutions previously treated is limited to the giving of information concerning cases which need help, and the arrangement for such agencies and institutions to assume the care or control of children who are homeless, destitute, or require discipline and regulation.

These agencies are mostly of modern origin, nearly all having developed within the last two decades. They are now multiplying in all American cities and seem to be accomplishing much good for the classes bordering the "poverty line." In this study only

a few of the most prominent and typical can be presented. Four lines have been selected as covering the principal elements of this auxiliary work. Day nurseries and settlement centers are considered in this chapter. The next chapter is devoted to those more directly alleviative and protective—the associated charities, the humane societies, and the children's hospitals. All of these serve helpfully in behalf of endangered, dependent, and delinquent children.

California possesses at least an average number of day nurseries, settlement centers, and other agencies for the temporary care of children and incidental aid to their parents. Many such organizations were visited when the field work of the study was in progress, and the names and locations of others have been furnished by the state board of charities. There are also special clubs for both sexes which have great influence on the lives and development of the children of the poor.

While these organizations usually assume no responsibility beyond a brief period of care, they are recognized as real child-helping institutions and quite important factors in child welfare. They are frequently associated with corporations devoted to the more permanent care of dependents. The relations which their workers sustain to the family life of the children enable them to acquire valuable information difficult for others to obtain, and to intelligently advise those connected with other departments of welfare work. It is therefore fitting that some, at least, of these establishments should be named and outlined here to give them due recognition among the child-helping institutions of the state.

The chief function of the day nurseries is to care for the infants and young children of mothers who are compelled to work away from home, or are otherwise unable personally to care for their children during the day. Kindergartens fulfill in part the same function, in that they care for children old enough to receive instruction. Frequently the day nurseries will have a section for the babies and younger children, with a kindergarten for the older ones. Many are also utilized for instruction of and influence over parents and homes, especially in sanitary matters and domestic science.

The clubs and settlement centers have varied lines of help-

fulness according to the needs of the neighborhood in which they are located. Some have employment bureaus and dispensaries as well as social and educational features. All are intended to bring to depressed people some alleviation of present ills, combined with elevating personal and social influence.

Most of the organizations mentioned were personally studied. A few others have sent written or printed descriptions of their work. The names and locations of the remainder were furnished by the state board of charities and no additional facts are available. The various nurseries, clubs, and other organizations are alphabetically arranged by location, without separation by classes.

1. LONG BEACH DAY NURSERY, 738 American Avenue, Long Beach.
2. BIG BROTHER WORK, 262 S. Main Street, Los Angeles

   This is a branch or department of the Fisherman's Club, a religious organization for men. The work is closely associated with the probation office of the juvenile court.
3. CASTELAR STREET SCHOOL DAY NURSERY, Los Angeles

   One of the buildings of the Castelar Street School; conducted under the auspices of the city school department. Contains play room, dining room, kitchen, two sleeping rooms, coat room, bathroom, and lavatory. Built and conducted for the benefit of the school children and their immediate families. Average attendance, 30; largest, 45. Children mostly of Italian, Slavonian, and Mexican parentage. Main object to care for young children while mother is away from home working for their support. In the past the older children were kept out of school to care for their smaller brothers and sisters; now they attend school, and the little ones are cared for here. All the service, including teaching the older children domestic science and best ways to care for little folks, is free, as a part of the school system.
4. COLORED CHILDREN'S DAY NURSERY, 1322 Channing Street, Los Angeles.
5. FIRST STREET SCHOOL DAY NURSERY, Los Angeles

   Located in a rented cottage near the school. Established by the Parent Teachers Association in 1910. Cares for babies and children to twelve years. No kindergarten.

Front View of Institution

Airing Infants in the Patio

INFANT SHELTER, San Francisco. (See p. 84)

Sheltered from Early Infancy

Head Nurse and Sample Baby

Sun Parlor. Old Sol Shines in on Three Sides

INFANT SHELTER, San Francisco. (See p. 84)

6. IDA STRAUS DAY NURSERY, 1061 W. Temple Street, Los Angeles

   Under the auspices of the Los Angeles Section of the Council of Jewish Women. Cares for about 20 children per day. Present building rented. Will soon build or purchase suitable plant.

7. KING'S DAUGHTERS' DAY NURSERY, 132 N. Clarence Street, Los Angeles

   Established in 1895. Fine building erected for the work, plant value $12,000. Support mainly from King's Daughters. Average 40 children a day. Receives babies and children to fourteen years. Does also a varied work of child-teaching and helping. Has in connection a rest cottage at Manhattan Beach, where frail children are taken for sea air and healthful change. Rest cottage also used for convalescing mothers. Cash cost of work over $2,000 per year.

8. PISGAH HOME FOR HOMELESS CHILDREN, 6044 Echo Street, Los Angeles

   The Pisgah Home movement is a special religious propaganda, central in which is belief in divine healing, and with which are connected free homes for "the poor, the cast out, the sick, and the poor drunkard." There is an "ark of refuge" for homeless women and girls, a place called Pisgah Gardens for homeless consumptives, and considerable attention is given to homeless children. The manager, F. E. Yoacum, after indicating that the average in care is about 40, and that over 100 children were cared for in 1913, says: "They are coming and going continually. Friends come after those here, others bring new children in. Exact figures would increase the number given." Cost of children's maintenance over $1,200 per year.

9. ST. ANNE'S INFANT ASYLUM, 4599 Marmion Way, Los Angeles

   A Catholic day nursery under the direct control and management of Bishop Conaty. Occupies rented property. Capacity, 15 children. Those received mostly foundlings. Expect to erect institution for larger and permanent work.

10. ST. ELIZABETH'S DAY NURSERY, 135 S. Anderson Street, Los Angeles

Established in 1909. Is nonsectarian in management. Located in rented property which has been specially remodelled for the work. Average daily attendance, 65. Said to be the largest day nursery work in the city. Is in the industrial district, and the families served are very poor. But for this aid the mothers would be obliged to accept much direct charity. A hearty dinner furnished all children each day, and a supper at four o'clock. Three regular employes. Annual cash cost exceeds $3,600.

11. UTAH STREET SCHOOL DAY NURSERY, Los Angeles

Located on the grounds of the Utah Street public school; building, bungalow style, erected by the board of education. Supported largely by the Los Angeles Fellowship, a religious organization. Average number in care about 25. Serves a large community of foreign extraction—Russian, Slavonian, Italian, Greek, and Mexican. Especially devoted to the babies and small children of families connected with the school, so that the older children, who formerly had to stay at home to care for the little ones while the mothers were absent at work, may attend school regularly. Also used to bring social workers in touch with the foreign people and their unsanitary homes.

12. DAY NURSERY AND KINDERGARTEN, Eighth and Chestnut Streets, Oakland

Managed by Sisters of the Holy Family of the Roman Catholic church; convent at 860 Hayes Street, San Francisco. Averages about 150 in daily attendance. One of a group of six similar nurseries under the same management. (See pp. 167 and 168.)

13. PASADENA DAY NURSERY, 88 Worcester Avenue, Pasadena

Established, 1911. Board of 15 lady directors. Property valued at $15,000. Averages daily 30 children in care. Kindergarten work in fine public school only half a block away, the children going to it and returning to the nursery as from their own homes. Expects to add other features of settlement center work. Now aids mothers to

secure employment. Monthly mothers' dinner and council. The children are taken to the seashore one month each summer, and each mother has the privilege of one week on the beach with her family, free of cost. Three regular employes. Annual maintenance about $3,000.

14. REDLANDS DAY NURSERY, 626 Orange Street, Redlands.

The Catholic Humane Bureau, with headquarters at San Francisco (described on page 67), and whose principal department is the child-placing agency, is also engaged in day nursery, special club, and settlement work. Two day nurseries are operated for the bureau largely by volunteer ladies from the Catholic parishes, in connection with social settlement work. They are named and located as follows:

15. DAY NURSERY AND FREE KINDERGARTEN, Oakwood and Eighteenth Streets, San Francisco

Maintains also sewing classes; advises in time of trouble; does a work of general relief. Average attendance, 35. Small property; value about $1,000.

16. DAY NURSERY AND FREE KINDERGARTEN, Potrero Street near Seventeenth Street, San Francisco

Maintains also sewing classes; a mothers' club of over 50 members; evening classes for working girls; provides generally for those in distress. Average attendance, 25. Property value about $1,500.

17. COLUMBIA PARK BOYS' CLUB, 458 Guerrero Street, San Francisco

Founded, 1896. A club for boys eight to sixteen years old. Object: to give exercise, enjoyment, and improvement to boys who, under the conditions of city life, are in danger of becoming street gamins and youthful criminals. Really a child-helping institution of the preventive type. Music is largely employed. The club band, selected from the membership, makes tours to other parts of the country. Military drill is an important part of the work; calisthenics, gymnasium exercises, and athletic sports are also employed. The boys are largely drawn from the homes of working people, those usually fairly well housed and with enough to eat and wear, but denied many privi-

leges for which boys long. Others are errand boys, paper carriers, and so forth. The club's motto is: "Clean living, clean thinking, clean sport." Major S. S. Piexotto, the founder and director, gives his services without salary. Their property was destroyed by the earthquake and fire in 1906. New buildings erected in 1911 at a cost of $25,000. Annual cost of maintenance over $10,000.

18. GLADYS SETTLEMENT AND SCHOOL, 69 Gladys Street, San Francisco

Established for the benefit of workingmen's families. Two-story frame club house, 10 rooms, modern; value about $3,500; fairly well equipped for social welfare work. Clubs and classes for both sexes, nine to twenty-one years. Instruction in sewing, cooking, housekeeping, and so forth. Children from very poor and ignorant families. Average in clubs, 20 boys, 30 girls. Annual maintenance about $1,500.

19. GOOD SAMARITAN DAY NURSERY, 245 Second Street, San Francisco

Under the patronage and control of the Cathedral Mission of the Episcopal church. Includes boys' club, girls' club, and a free dispensary. Also special mothers' meetings. Using temporary buildings since the fire of 1906. Lot and temporary structures valued at $30,000. Day nursery cares for babies and children to seven years. Average attendance, 25 per day. Annual maintenance about $3,600.

20. HAPPY DAY HOME FOR CHILDREN, 2560 Hyde Street, San Francisco

A day nursery also carrying on social welfare work.

21. PEOPLES' PLACE, 555 Chestnut Street, San Francisco

A social center in the midst of a needy multitude of Italians. Property valued at $33,000. It includes a valuable tract of land, an assembly room, gymnasium, and several cottages. The work is exceedingly varied. There are registered and in regular attendance about 250 individuals, from small children to adults. Besides the temporary care of little children and numerous classes for them,

there are many lectures, festivals, picnics, athletic games, and other entertainments. Dr. Piexotto of the University of California says: "The city needs the Peoples' Place. It is located where the neighbors are chiefly Italians, able to earn a living, but often living in quarters too restricted to afford opportunity for amusement for their children, or for social gatherings." Annual cost of maintenance about $2,000.

The Sisters of the Holy Family of the Roman Catholic church, whose convent is at 860 Hayes Street, San Francisco, make a specialty of day nursery and kindergarten work. They have four large and important establishments for this service in San Francisco, one in Oakland (see p. 164) and one in San Jose (see p. 168). There are about 60 Sisters engaged in this special work. The plants in San Francisco are the largest and best equipped of any on the Pacific coast, and the work done is of very high quality and efficiency. It is estimated that the properties used exceed $200,000 in value. In San Francisco the average cared for exceeds 150 children at each establishment, or over 600 per day. Kindergarten work and preliminary schooling given to all old enough to attend. The San Francisco locations are:

22. DAY NURSERY AND KINDERGARTEN, 860 Hayes Street.
23. DAY NURSERY AND KINDERGARTEN, 1421 Powell Street.
24. DAY NURSERY AND KINDERGARTEN, Eighteenth and Pt. Lobos Avenues.
25. DAY NURSERY AND KINDERGARTEN, Greenwich and Divisidaro Streets.
26. TELEGRAPH HILL NEIGHBORHOOD ASSOCIATION, 1734 Stockton Street, San Francisco

The work includes a well equipped and attended day nursery, five social clubs for boys and one for girls, a mothers' club, manual training shops, and a free dispensary. Located in the midst of a dense population of which the adults are nearly all of foreign birth. Many homeless and otherwise dependent children are brought to the notice of the Hill workers and cared for by co-operation with other agencies.

27. DAY NURSERY AND SCHOOL, San Jose

Managed by the Sisters of the Holy Family of the Roman Catholic church, whose convent is at 860 Hayes Street, San Francisco. Averages about 150 in daily attendance, including babies. One of a group of six similar nurseries under same management. (See pp. 164 and 167.)

CHAPTER XVIII

CHILD RELIEF AND PROTECTION

THERE are a number of organizations and institutions in California doing relief and protective work for needy children, but without assuming legal control or care for any extended period. They are usually closely allied to those giving permanent care to homeless and dependent children. These helpful and protective organizations are grouped under three heads—the Associated Charities, the Humane Societies, and the Children's Hospitals.

Associated Charities

1. Charity Organization Society, Berkeley

   Reported by Stuart A. Queen, secretary of the state board of charities and corrections, to have received in 1915 a certificate of approval as a child-placing agency. No further details available. As its work on this line is only just begun at this date (September, 1915), the agency can not be included in the statistical tables.

2. United Charities, 232 N. Main Street, Los Angeles

   Organized, 1893; very recently entirely reorganized with a change of name from Associated Charities to the one above given. Work for children indicated as follows: "The only work directly done for needy and dependent children by this organization is when entire families are aided; all cases of neglected or abused children are at once referred to the Humane Society, and all cases of homeless or abandoned children to the orphanages or the Children's Home Society of California."

3. Oakland Associated Charities, 512 Broadway, Oakland

   Organized, 1893. Does a large and important general work of investigation and aid of families. As stated in Chapter VIII, this organization holds a certificate of

approval from the state board of charities as a child-placing agency and cares for many neglected and dependent children, part of whom are wards of the juvenile court. (See pages 66 and 71.) Total annual maintenance about $10,000, of which about $2,500 are expended in general aid to needy families. The association is also entrusted with the expenditure of over $6,000 per year for special cases.

4. CATHOLIC LADIES' AID SOCIETY OF ALAMEDA COUNTY, Oakland

This is not strictly an "associated charities" organization, but an association of Catholic ladies of the various Oakland parishes, for efficient charitable work. They are giving especial attention to the care of children, and in 1915 received from the state board of charities a certificate as a child-placing agency. As its work on this line is only just begun at this date (September, 1915), the agency can not be included in the statistical tables.

5. ASSOCIATED CHARITIES, 1500 Jackson Street, San Francisco

This organization does a varied and extensive work in the way of investigation of conditions, aid to needy families, and reference of cases to proper organizations and institutions. Also closely associated with anti-tuberculosis clinics and propaganda, and efforts to improve the housing of the poor. The Children's Agency, an accredited child-placing agency treated in Chapter VIII, is a department or branch of this association. In extent of work and annual cost of maintenance, the agency has become a very important part of the organization's activities.

6. ASSOCIATED CHARITIES, 722 Anacapa Street, Santa Barbara

Organized, 1899. Special work for children includes a neighborhood house, an organization of boy scouts, and a St. Aloysius' Band containing 59 boys. Refers all cases of needy or delinquent children to orphanages or the juvenile court. Annual cost of maintenance about $1,500.

7. ASSOCIATED CHARITIES, County Court House, Stockton

Closely related to county relief work and the juvenile court. Gives general aid to families and is the agency used by San Joaquin County in arranging for the care of de-

pendent children, whether in private homes or in institutions.

While associated charities are organized in eight other cities of the state, in only the seven societies above mentioned does there appear to be any special connection with work for dependent children. The remainder aid children only in families and seem to do little investigation, case reference, or other child welfare work. As reported by the state board of charities in July, 1914, the eight organizations of associated charities, other than those above noted, are located in the following cities: Bakersfield, Eureka, Long Beach, Pasadena, Redlands, Riverside, San Diego, and San Rafael.

Humane Societies

There are three principal organizations making a specialty of the legal and protective relations of children. There may be others, of minor importance, doing some work along the same lines.

1. Fresno County Humane Society, Fresno

   Organized, 1896. Object: to prevent cruelty to children, arrange for those neglected or abandoned, prosecute parties deserting families, and in other ways to promote the welfare of the community. A minor part of the service is to prevent cruelty to animals. Rented offices. There are three regular employes, besides nine field officers, whose duties appear to relate only to case service. The society has assets amounting to $5,250. The cost of maintenance in 1913 was $11,202. During the year 127 cases involving cruelty to wives or children, mainly desertion or failure of husbands and fathers to support their families, were prosecuted in the courts; also 38 cases of cruelty to animals. The society is doing some child-placing in family homes, although no certificate for this work has been granted by the state board of charities.

2. Pacific Humane Society, Pacific Building, San Francisco

   Founded, 1906. Object: prevention of vice, and of cruelty to children and animals. Rented offices. Main work, investigation of cases of neglect and cruelty, prosecution of offenders, and arrangements for the care of chil-

dren concerned. About 150 cases in court each year; over 400 children involved. Fully 100 children annually in direct care, taken from unworthy parents and relatives; assigned to institutions 70, and disposed of otherwise about 30. Annual cost of maintenance over $5,000.

3. CALIFORNIA SOCIETY FOR THE PREVENTION OF CRUELTY TO CHILDREN, 1028 Market Street, San Francisco

Founded, 1876. Object: prevention of cruelty to children and youth, and the enforcement of laws for their protection. Claims to be "second oldest society of the kind in the world." Very important prevention and protective organization. The San Francisco police department turns over to this society nearly all its cases involving children. This society "is the source of action in the city leading to the majority of all assignments of children to institutions." While many cases of neglect or cruelty are privately arranged, all serious ones are taken into the police court, the juvenile court, or one of the superior courts. M. J. White, the secretary for over fifteen years, is in point of service the oldest executive officer of a society of this kind in the United States. The work for 1913 included: complaints received, 2,434; children involved, 4,472; children relieved, 2,491; children placed in institutions, 124; assigned to home-finding societies, 371; placed in families, 34; returned to kin or friends, 45; sent to the juvenile court, 863. Support is by voluntary contributions from friends of the work. Cost of maintenance for 1913 was $5,576.

CHILDREN'S HOSPITALS

The children's hospitals are the acme of modern humanitarian effort. The part they have played in reducing the wastage of child life in recent years calls for special recognition. Medical and surgical skill here join hands with tender nursing under the most favorable sanitary conditions, so that in the lives of afflicted little ones health and strength may take the place of disease and weakness.

While practically all general hospitals have their maternity

and babies' wards, and there are in the principal cities of California several hospitals devoted wholly to maternity work, it is not proposed to designate or outline them here. For present purposes mention is made only of those hospitals whose ministry is to sick and crippled children, especially the children of the poor.

1. CHILDREN'S HOSPITAL, Alpine Street, Los Angeles

Founded, 1901. Frame buildings, including a clinic cottage erected by the board of education. Value of plant about $10,000. Endowment about $20,000. The hospital also possesses a property of large possibilities on Broadway, Los Angeles; and a site of four acres at Hollywood, a suburb of the city, on which buildings costing $50,000 are to be erected. Present plant has a capacity of only 40 beds. Very large dispensary work done for the poor. Eight nurses in attendance. Patients of all ages, from babies a few days old to boys of twelve and girls of fourteen years. Pay cases not refused, but practically all the work is charity. Annual cost of maintenance exceeds $20,000.

2. WOMAN'S ALLIANCE MATERNITY COTTAGE, 127 South Utah Street, Los Angeles

Founded, 1907. As its name implies, this is not strictly speaking a children's hospital, but it is so interwoven with welfare work for children that it is here mentioned. The institution is surrounded by a large foreign population—Russian, Slavonian, Italian, Portugese, and Mexican—who live in extreme poverty. Mortality of mothers and small children frightful. Cottage acquired and fitted for maternity and dispensary work, practically free to women and children of the poor. Main building, two-story frame cottage, 12 rooms, with beds for eight maternity patients; bungalow in rear has sleeping rooms for nurses and free baths for women and children. Has become emergency hospital for children's cases throughout vicinity; nurses also go on emergency calls to nearby homes to give first aid to accident and sudden illness cases among children. About 100 maternity cases annually, with several hundred minor and emergency cases. Practically all nursing and

medical services donated. Support mainly from churches, Sunshine Club, Ebel Club, and so forth.

3. BABY HOSPITAL OF ALAMEDA COUNTY, 51st and Dover Streets, Oakland

Founded in 1912; opened for service September 24, 1914. Under management of the Baby Hospital Association. Value of plant and equipment, $22,000. Monthly expense about $800. Number of regular employes, 12. Receives beneficiaries of both sexes from birth to five years. No color restrictions. Up to January 5, 1915, had cared for 93 children who were disposed of as follows: placed in families, 2; returned to kin and friends, 70; died, 9; remaining in hospital at date of report, 12. The president of the association, Mrs. Duncan McDuffie, adds to the above facts these interesting particulars:

> The large work of the hospital is done by the Baby Clinic which now cares for about 400 children. These are brought to that department on the hospital grounds when possible, or are visited in their own homes by visiting nurses when ill. There was some question of the necessity for a baby hospital before our institution opened; there certainly can be none now, for the demands have constantly exceeded our ability to meet them. One interesting development has been the prenatal clinic, undertaken to meet the needs of ignorant mothers; and the number of expectant mothers who attend this clinic is steadily increasing.

4. HOLLY SEFTON MEMORIAL HOSPITAL, San Diego

Erected, 1909. Not a general hospital for children, but a part of the plant of the San Diego Children's Home Association. Owing to the fact that the children's home has so few cases needing treatment in hospital wards, the city is offered the privilege of sending to it any children of the poor for free treatment. Thus the hospital becomes a benefaction to the entire city. Fine concrete building, Spanish style of architecture, with modern conveniences and sanitary devices. Furnished with every needed appliance for the operating room and after-care of patients. Capacity, 15 beds. Value of property exceeds $10,000. Mrs. H.

Main Building

HOSPITAL FOR CHILDREN, San Francisco. (See p. 175)

Alexander Maternity Cottage

Separate Pavilion for Contagious Cases

Nurses' Home, Orthopedic Building, Eye and Ear Building

SPECIAL BUILDINGS, HOSPITAL FOR CHILDREN, San Francisco. (See p. 175)

Sefton, the donor, by a sort of endowment provides for the entire expense of maintenance.

5. HOSPITAL FOR CHILDREN, 3821 Sacramento Street, San Francisco

Several fine buildings with every facility for modern and scientific care of all classes of children. Main building of brick, three stories and high basement, in two sections, to which another wing is soon to be added. Modern equipment throughout. Special modern construction and appliances in part erected in 1911. Total capacity in principal buildings, 120 beds. Separate pavilion for contagious cases. Four smaller structures now used for a maternity cottage, eye and ear cases, orthopedic work, and a nurses' home.

These related buildings with their skilled and devoted staff of specialists form one of the finest children's hospitals in the United States and would be a credit to any city. Mostly serve pay patients, but hospital is generously open to large numbers of the poor without cost, making it a special charity. Gives accommodations and service especially to dependent children from the Children's Agency and the various orphanages and homes. Hospital always crowded and doing very valuable work.

Special mention should be made of the children's clinics held in several of the San Francisco general hospitals, in each case almost adding a children's hospital to the above list. By means of these clinics free medical and surgical help is given annually to many hundreds of poor children, largely of foreign extraction. These free clinics, to which in many cases requiring it free ward service is added, are maintained at Lane Hospital, Mary's Help, Mount Zion Hospital, and the University of California Hospital.

PART FOUR

ANALYSIS AND ELEMENTS OF PROGRESS

And some were orphans, and athirst
For sweet home love and life.—E. H. Exon.

Home is the hub of all good influences in this country. The creation of a new family home means the establishment of a new center of faith, hope, love, morality, and patriotism.—Anon.

To know, love and serve childhood is the most satisfying and soul-filling of all human activities. It rests on the oldest and strongest and sanest of all instincts. It gives our lives a rounded out completeness found in no other service. No other object is so worthy of service and sacrifice, and the fullness of the measure in which this is rendered is the very best test of a nation, of a race, or of a civilization.—G. Stanley Hall.

In preventive salvation supreme emphasis must be placed upon guarding the sources of life. We discover in practical social work today that the environment sources are as important as the hereditary, if not more so. Some social workers with long experience in the field claim that environment is about nine-tenths of destiny. We know from actual facts in the treatment of orphans and neglected children that environment is at least eighty-five per cent of the battle for good citizenship. The modification of environment is one of the most important methods used by modern social science in the improvement of the race.—Prof. J. E. Earp.

Better parental training is the best preventive measure. To inspire and enforce it, and to so train parents that they can wisely train their children, should be the aim of all good people. Keep the child in close touch with its parents, and insist that they guard carefully the unfolding life. The devil is a busy fellow, very persevering, and begins his work on the child at the dawn of consciousness; hence we would have all parents alert and resourceful, determined by precept and example to develop in the child right action and noble character. We would have the parents teach the child to rely on Divine help and guidance, and emphasize and illustrate the beauty and usefulness of lives devoted to the service of God and humanity. So cared for, taught and trained, there would be very few defective or delinquent children, and even the numbers of dependents would be exceedingly small.—Rev. William Q. Bennett.

CHAPTER XIX

CHILD-PLACING IN FAMILIES

IT is generally taken for granted that child welfare work is a recent development in western civilization. Such an inference can hardly be accepted by the student of history. Sympathy for orphan and dependent children did not originate with our Puritan fathers, and systematic relief of those abandoned and destitute long antedates the discovery of America. In fact, child welfare work can be traced back through the middle ages to the very beginning of the Christian era, and formal enactment and national practice related to parentless and unfortunate children were matters of record nearly 3,500 years ago.

It is among the Israelites, under the law of Moses, from the very beginning of their national life, that we find the first historical record of child welfare work, and it is the only careful and definite provision for orphan and other needy children recorded by any nation of the ancient world. Except for certain details of action and methods, the care of dependent children by the ancient Hebrews would fit well into the scheme for such activities in modern and progressive America. The Jews have been active child welfare workers longer than any other people of history.

Away back in the times of the patriarchs the fatherless, the widow, and the stranger were given the excess fruits of the harvest.* The people were told that God is the father of orphans and that the Divine bounty must be shared with them.† Every third year especial feasts were held in their dwelling places and the strangers, the widows, and the orphans were invited.‡ There were special laws to guard the inheritance of orphans, and other enactments to provide for abandoned and foundling children. It was required that children lacking parental care should be

* Deut. XXIV: 21.
† Psalm LXVIII: 5.
‡ Deut. XIV: 28, 29; XXVI: 12, 13.

made members of the households of other relatives, who must train them up for efficient adult life. According to the Talmud, the custom in regard to foundlings was that each such child was taken into the home of a childless couple, who brought it up as their own.

This elevated religious view of child welfare work, and these definite and practical laws and methods, were inaugurated near the dawn of history, and have been the basis of unbroken national and racial practice for 3,500 years. Child-caring work is therefore not a new thing under the sun, and the ancient Jewish method of caring for dependent children in foster homes may well be counted the prototype of all home-finding work in later ages.

Christianity is the enriched and glorified continuation of the faith and practices of the ancient Hebrews. Many of the early Christians were Jews who accepted Jesus as the Messiah of the Hebrew prophets. These brought into the Christian churches and communities the laws and ideas relating to dependent children. Then because of the great need which soon arose on account of the martyrdom of many Christians, and the immense increase of orphans and the needy children of imprisoned parents, the work was greatly enlarged and new methods inaugurated.

For nearly two centuries child-placing continued as under the Jewish laws and customs. It also became customary for the bishops to place orphan and other destitute children in the care of selected widows at the expense of the church, thus inaugurating the equivalent of the boarding-out system of modern societies.

Eusebius, a third century writer, gives several historical references to the earlier and once universal method of child-placing in families. In the Apostolic constitutions, compiled by Clement of Rome in the fourth century, is this suggestive passage: "If any Christian boy or girl be left an orphan, it is well if one of the brethren, who has no child, receives and keeps him in a child's place. They who do so perform a good work by becoming fathers to the orphans, and will be rewarded by God for this service."*

* Uhlhorn, Gerhard: Christian Charity in the Ancient Church, p. 186. New York, Scribner, 1883.

The ecclesiastical and other records show that near the close of the second century the child-placing method either proved insufficient, or child-care in institutions was begun because of the prevalence of institutionalism on other lines. From this time down the centuries to the later modern period, child-placing in families became secondary to institutional care, but was never entirely abandoned.

Beginning near the close of the second century, the Christian church added to its child-placing work asylums for orphan and other dependent children. The described methods for the care of orphans, and the courses of training required for them in the writings of sixteen or seventeen centuries ago would be creditable if practiced by similar institutions today.

With the growth of monasticism came an immense increase in institutions of all kinds—monasteries, convents, hospitals, homes for the aged, and orphanages. The records of the sixth century contain the first reference to a foundling asylum, as distinct from the general orphanage. In several European countries the foundling asylums as well as the general orphanages increased rapidly after the seventh or eighth century, coming to the maximum in the eighteenth century, especially in Italy, Austria, and France. Always in connection with these institutions mention is made of placing-out children in families.

It need scarcely be said that when America was settled from the lands across the sea, the people brought with them the age-old ideas there prevalent in regard to child life and the care of dependent children. What we have in this country is a growth and development based upon the original methods of our emigrant ancestors.

In Massachusetts the English stock and ideas were dominant. The colony in 1660 enacted laws providing for the apprenticing of orphans and homeless children to reputable citizens. In this legislation the relation of master and servant was made prominent, and the rights of the children were not adequately safeguarded. Nevertheless, under this early official child-placing system thousands of waifs and orphans found entrance into good family homes and grew up to be useful, self-supporting citizens.

The Massachusetts indenture system, or one of similar

character, under which boys and girls were "bound out," spread to most of the other colonies, especially in the north. As the years passed the laws were modified for the benefit of the "bound-out" children, and have almost entirely lost their original character in most of the commonwealths. A few instances of this outgrown and discarded method of child-placing may still be found in unprogressive counties of the older states.

The first formal use of an organized agency for systematic child-placing in America dates from the middle of the nineteenth century. The Children's Aid Society of New York was organized in 1853 to send children into family homes with little or no preliminary care. This new departure emphasized the use of the family home as a substitute for institutions in providing for all sorts of dependent and neglected children. Charles Loring Brace through this society became the pioneer of the modern system of child-placing in family homes.

While Mr. Brace inaugurated the systematic placement of dependent children in free homes as members of the family, the Massachusetts State Board of Charity originated the boarding-out of such children in families at public expense. In 1868 this board established a boarding-out system for infants and other neglected children, which soon became popular and rapidly expanded. It is now practiced by the state, the city of Boston, and various private societies in Massachusetts. Boarding-out is done in close connection with placing in free homes and no accurate separate statistics are available. About 30 per cent of the children placed by the city of Boston are in free homes, and the ratio would probably hold for state and private placing-out work. It is estimated that over 10,000 Massachusetts children are now under care in free or boarding homes at an aggregate cost of at least a million dollars a year.

The boarding-out system is now practiced in several other states. The Children's Aid Society of Pennsylvania and county children's aid societies in that state have in the aggregate about 2,000 children on board, the expense of whose care is partly paid by the various counties and partly by the donations of private individuals. The Children's Agency of San Francisco, whose work was definitely mentioned in Chapter VIII, transplanted

the method to the Pacific coast, and has several hundred dependent children under its charge, on board in private families, the expense being met from county funds. The Catholic Humane Bureau and the Eureka Benevolent Society, both of San Francisco, and also described in Chapter VIII, are doing similar work for dependent Catholic and Jewish children. In the states named, Massachusetts, Pennsylvania, and California, and in the District of Columbia, the boarding-out system rivals and in part displaces the original form of child-placing in free homes.

The child-helping societies of the United States, as agencies for the temporary or permanent placement of children in private families, of which the Children's Aid Society of New York was the pioneer, have multiplied to hundreds in the last half century. Dr. Hastings H. Hart, in Preventive Treatment of Neglected Children, enumerates 107 societies of this class, and undoubtedly many have been organized in the last five years.* Practically all of them place orphan and other needy children in selected homes as permanent members of families, and only a small part as yet use the boarding-out system for the children in their care.

Probably the most extensive and important group of these agencies is the National Children's Home and Aid Society, a federation of over 30 state societies located in nearly all parts of the United States, but much the strongest in the northern section. This federation began in 1883 in Illinois, in a single organization under the name of the American Educational Aid Association. After a few years the name was changed to Children's Home Society. The movement, which was of independent origin, but based on essentially the same ideas as led to the organization of the Children's Aid Society of New York, soon spread to other states, first to those near Illinois and later to all parts of the country. The national federation mentioned followed. Most of these societies stand ready to take up the case of any child in trouble, and seek to solve the problems related to its welfare. All or nearly all of them have as their main or central work the placing of orphans, abandoned, or other dependent children in free family homes. The

* Hart, Hastings H.: Preventive Treatment of Neglected Children. Russell Sage Foundation Publication. New York, Charities Publication Committee, 1910.

Children's Home Society of California, treated in Chapter VIII, is a member of this federation.

While the placing of children in family homes is mainly in the hands of these child-placing agencies, placing-out is also done as an incidental work by nearly all child-caring institutions; and more or less freely by many juvenile courts, humane societies, associated charities, directors of the poor, hospital people, lying-in-home keepers, baby farmers, midwives, and physicians.

If in some localities child-placing has been in bad repute, the probability is that the reason may be found in the unauthorized and unsystematic methods employed. The fault is not in the plan itself, but in the imperfect working of it. Poor placing-out gives uncertain and often exceedingly bad results. Good placing-out gives almost uniformly excellent results. Individuals and unauthorized executives, and all officials not so situated that they can do the work in a proper way, should be forbidden by law to engage in child-placing. All placing-out in families should be done by authorized agencies or institutions, duly licensed, under positive obligation to do work of high quality.

To put the requirements of placing-out in a single sentence, it should be done by agencies or institutions only after thorough investigation of the applicant, his home and its environment; the child should be just as thoroughly studied and carefully fitted into the new relationships and location; and both the home and the child should be kept under personal and adequate supervision until the latter receives legal adoption or attains legal age.

Standards of Children's Agencies

The authorizing and supervising body, in California the state board of charities, should be exceedingly careful and systematic in passing upon applications for recognition as agencies or institutions for child-placing or to give continued care to dependent or neglected children. In view of the fact that California now has an excessive number of organizations in proportion to population, approval of new ones should be given only when they can give the state board satisfactory assurance on the following points:

1. The present and abiding need of the proposed agency or institution.

2. The good character and intentions of the applicants.

3. That the agency or institution will be adequately financed to do effective work.

4. That capable trained or experienced workers will be employed.

5. That the methods to be used and the disposition to be made of the children will be wise, altruistic, judicious, and in accord with the welfare of society.

6. That there is a probability of permanence in the proposed child welfare agency or institution.

Child-caring institutions will always be needed for the temporary care of all classes of dependents, and for the continued care of the specially wayward, the mentally subnormal, and the physically defective. But for the vast majority of normal children who are homeless, the foster home is the best possible place. Some will need care for definite limited periods, afterwards to be restored to relatives, and in such cases the boarding-out plan should be adopted. Those permanently homeless should generally go into free homes at as early an age as possible, to be reared as members of the family. Thus a field and a work are given to every worthy institution and agency and all can labor together to secure the welfare of the children served.

As C. E. Faulkner, superintendent of the Washburn Memorial Asylum of Minneapolis, has well said:

> It is not necessary to discuss the place of the society and the place of the institution in child-helping service, or to encourage criticism which serves no good purpose. It is enough to say that there is a place and a work for every society and every institution engaged in work with and for children, not afraid of public official scrutiny concerning resources, methods and accomplishments. For others than these there ought to be no place in any state.*

* Faulkner, C. E.: Dependent and Neglected Children. National Conference of Charities and Correction. Proceedings, 1912, p. 79.

CHAPTER XX

CALIFORNIA FOSTER HOMES

IN the Conclusions of the celebrated White House Conference, held in January, 1909, is the suggestive statement:

As to the children who for sufficient reasons must be removed from their own homes, or who have no homes, it is desirable that, if normal in mind and body and not requiring special training, they should be cared for in families whenever practicable. The carefully selected foster home is for the normal child the best substitute for the natural home. Such homes should be selected by a most careful process of investigation, carried on by skilled agents through personal investigation and with due regard to the religious faith of the child. After children are placed in homes, adequate visitation, with careful consideration of the physical, mental, moral, and spiritual training and development of each child on the part of the responsible home-finding agency, is essential. *

In his book on Preventive Treatment of Neglected Children, Dr. Hart says:

No intelligent student of dependent childhood can overlook the fact that the trend of public opinion and the tendency in practice is away from the plan of bringing up children in institutions and in favor of the largest possible use of the family home as the natural and divinely established institution for the homeless child. †

The spirit indicated in these two quotations prevails to a large extent among the best people of California. Yet because of the many orphanages and homes in existence, some of them with over half a century of history, and because of the influence they and their advocates exert, the majority of the citizens are inclined to be conservative and to give a loyal and liberal support to the institutions without definitely antagonizing the later and now widely accepted method of child-care.

* Conference on the Care of Dependent Children, 1909. Proceedings, p. 193. Washington, Government Printing Office, 1909.
† Hart, op. cit., p. 69.

There are also earnest and vigorous advocates of institutional care. As reasons for the multiplication of orphanages and homes, and the long continued care of orphans and other dependents, they say in substance: The conditions, especially in the rural regions of California, are different from those east of the Rockies. The population is newly settled and too poor to provide good homes; or if in old settled districts too changeable and, at any rate, too selfish and grasping to take strange children from motives of humanity and make them real members of their own families. So, as those who can and will take children to raise do so from selfish and usually financial motives, and will not care for them as their own, it is better to keep dependents in institutions.

To verify or disprove this statement and accurately ascertain the character and condition of California families, was exceedingly important. Therefore a portion of the work done in making a survey of the state was the visitation of many family homes.

Lists were secured from the child-placing agencies, both of homes already filled and of applications simply approved; and of both town and country people, as well as of varied nationalities, occupations, and social position. These homes were located in many different counties, so as to cover practically all the general conditions of the population; and usually included all the homes to which the agency was related in that part of the state, to avoid seeing only a selected best class of foster parents.

About 100 homes were visited. Some of these foster homes had children adopted or taken for adoption. Others had children taken to care for until grown, but as members of the family. The remainder had children either as free boarders for temporary care or as pay boarders for some charitable agency. The applicants whose homes were visited, and who as yet had no children in their care, desired them in one or the other of these ways. The writer accompanied workers of the child-placing agencies in the ordinary course of their duties in this visitation, so the homes were average and not specially selected. Of the 100 homes thus visited only five or six were below a fair grade, and all the others would be considered suitable for such service in eastern states.

In order to illustrate the work being done, and to show the possibilities of non-institutional care, 10 family homes are here

outlined. Three are boarding homes, of which several hundred are now being used by the Catholic Humane Bureau, the Children's Agency, and the Oakland Associated Charities; and the other seven are permanent foster homes used by three different placing-out agencies.

1. A boarding home used by the Oakland Associated Charities. Mr. and Mrs. L. fine American people, about 40 years old. Mr. L. a carpenter. Mrs. L. one of those women always helping somebody. Both members of Methodist Episcopal church. Own good two-story house, seven rooms, value $3,000, in good residence section of Oakland. No children of their own. Have in care two brothers, 20 months and three years old, for which they are paid $12 each per month.

2. A boarding home used by the Children's Agency of San Francisco. Mrs. K., age about 50, and daughter, age about 17, Irish, members of Roman Catholic church. Daughter works downtown; mother does some dressmaking and needs more work to keep her busy and more money to complete adequate support. Own neat five-room cottage, fair location, value $1,500, in good section of San Francisco. Boards three boys, two of whom are three years each, and one four years old. Receives $11 per month for each child.

3. A boarding home used by the Catholic Humane Bureau of San Francisco. Mrs. M., age about 45 years, is Irish and a member of Roman Catholic church. No children. Roomy, second-story, rented flat in San Francisco. Furnishings cheap and gaudy. Apartment cluttered but clean. Has baby, Rosie, age one week, taken from the Babies' Aid. Child well, clean, nicely cared for. Receives $12 per month.

4. A "free home" used by the Children's Agency of San Francisco. No board paid; placement probably permanent. Mr. and Mrs. S., good average people, man German, woman American, age about 30 years. Residence at San Jose. Mr. S., brakeman on Southern Pacific Railroad; wages about $100 per month; steady and economical. Mrs. S. a nice appearing, intelligent woman. Both members of Methodist Episcopal church. Have neat, well furnished, rented cottage of five rooms. Took baby Edna when five weeks old. Child, when visited, nine months old, hearty, attractive, and greatly loved. Adoption not yet completed, but desired.

5. A "free home" used by the Infant Shelter of San Francisco. Mr. and Mrs. S. American people, age about 40 years. Mr. S. a policeman. Mrs. S. a bright, motherly woman, and member of Protestant Episcopal church. Live at Marysville. Rented house, well furnished, neat and

attractive. No children of their own. Have taken two, a boy of 10 years and a girl of 8 years, brother and sister, children of a relative. Both attend school regularly, have excellent care, nice clothing, and much love. Not adopted.

6. A prospective foster home; application received by Children's Home Society of California. Mr. and Mrs. N., age 36 and 30 years, both American. Mr. N. a clerk in a grocery. Mrs. N. a good housekeeper. Both members of church. Reside at Chico. Own neat bungalow cottage on good lot; value, $2,500. Stand high in community. Have no children, although married ten years. Want girl baby. Approved by above Society, and to be given first available child.

7. A "free home" used by the Children's Home Society of California. Mr. and Mrs. W., ages 35 and 30 years, American. Mr. W. a farmer; also runs a blacksmith shop. Mrs. L. a fair housekeeper. Both members of Baptist church. Reside on ten-acre farm one mile from Red Bluff. Home comfortable. Family well respected. Have a son, nine years old. Have taken six-year old girl, Laura, from society. Seems a delightful child, loving, obedient and already helpful. Attends school with the boy. Will probably not be adopted.

8. A "free home" used by the Children's Home Society of California. Mr. and Mrs. L., American, about 50 and 45 years old. Mr. L. a farmer and mail carrier. Mrs. L. a pleasant, kindly woman; good housekeeper. Members of Methodist Episcopal church. Reside one and a half miles from Sheldon, California, on twenty-acre farm; value, $3,000. Neat six-room house. Have daily paper, books, pictures, and so forth. Mr. L. said to be "one of the best men in the community." No children of their own. Have taken ten-year old girl, Mabel. Extra bright, ahead of most children of her age in school. Is great talker, has high temper, but is very loving, helpful, and happy. Not adopted, but to be reared to womanhood.

9. A "free home" used by the Children's Home Society of California. Mr. and Mrs. O., about fifty years of age, English people. Mr. O. cultivates several lots in outskirts of town, and is janitor of a bank. Mrs. O. a fair housekeeper. Both members of Methodist Episcopal church, South. Reside edge of Ukiah, California, and have comfortable five-room house on half-acre tract, and three lots besides; value, $2,000. Well furnished, old-fashioned home. Plain, honest, careful man; industrious, capable woman. No children of their own. Have taken three-year-old boy from society. A fairly attractive child, somewhat frail and backward for his age. Will adopt soon as probation expires.

10. A "free home" used by the Children's Home Society of California. Mr. P., age about 55, and sister somewhat younger, Irish; mem-

bers of Roman Catholic church. Mr. P. farms. Miss P. keeps his home. Reside ten miles over the mountains from Nevada City, California. Ranch of over 400 acres, 40 acres in cultivation, balance in pasture. Five-room house, common but comfortable. Well recommended by parish priest and county superintendent of schools. Has taken Patrick, boy of 13 years. Patrick's mother is dead and he was deserted by his father. Now seems happily located in this mountain home.

In selecting the 10 sample homes, effort was made to specially indicate those available among the middle classes. Several city homes of wealth and culture where homeless children have been welcomed as members of the family might have been outlined. But as the great majority must ever be from the wage-earners and farmers the 10 above noted will more nearly show what kinds of homes are available.

The conclusions derived from the visitation of these 100 family homes, added to the testimony of officers of the child-placing agencies, may be summarized as follows:

1. There are in California plenty of family homes offered, or obtainable by reasonable effort, to provide for all the permanently homeless children in the state who are reasonably normal and desirable.

2. While parts of the state are filling in with new settlers there are many homes available in the towns and older agricultural and horticultural districts; and even the newer districts already offer a fair number of average homes.

3. It is true that the population is more uncertain and changeable than in the East, but it is becoming more stable in character and location every year.

4. The quality of family homes offered and now being used by the best placement agencies nearly equals that of the homes used by similar agencies in the East and in the Middle West. If we take into consideration the lessened necessity for costly buildings, due to the milder climate, the physical differences are small. But in mental and moral influence there is some deficiency owing to lack of adequate school and church facilities in some localities. In many of the older communities everything is equal to similar communities in the East.

5. There is little, if any, more selfishness and effort to obtain

the services of children at small cost than in eastern communities. People who would do such things are to be found everywhere. They make necessary good placement agencies with expert agents and full authority. Such agencies will carefully investigate every home before placement is made, give watchful supervision after placement, and promptly remove any child who is abused, neglected, or whose service is exploited for the foster parents' gain. With such methods and under such conditions children may be placed in family homes as safely in California as in Iowa or Illinois.

6. Placement of dependent children in family homes is just as practicable in California as east of the Rocky Mountains. There will probably be a few less homes available in proportion to population. The wide area to be covered will somewhat increase the cost of the work. But every year will increase the number of stable, financially competent, and suitably located people, whose character and standing will warrant their acceptance as foster parents. Such people will gladly adopt the available babies and small children, and in a laudable spirit receive into their homes, to be reared to manhood and womanhood as members of their families, larger children who have by death or misfortune been rendered homeless.

7. Placing-out work does not necessarily antagonize worthy institutions. As Dr. Hart has declared in a recent book: "The writer does not share the views of those who believe that the institution for dependent children should be entirely eliminated. He believes that there is a legitimate field for a certain amount of temporary institutional work for some dependent children."* Many of the neglected, misused, and destitute children of the state can not for weeks or months be definitely declared homeless, or their relations to unworthy parents or guardians severed by judicial decree. During this period there is need for the home or orphanage to provide a man-made substitute for the family home. But when the case is settled and by judicial decree or otherwise the child is found to be permanently dependent, then through an approved child-placing agency a suitable family home should be selected and the child given a chance to grow up in the normal conditions found only in God's institution for such dependents—a love-lighted foster home.

* Hart, op. cit., p. 69.

CHAPTER XXI

SOME CAUSES OF DEPENDENCY

THE amount of child-dependency in California is very large. It has been repeatedly estimated as exceeding in proportion to population that of any other state in the Union, with the possible exception of New York. Certainly as compared with conditions in a large majority of the states, conditions in regard to child welfare in the Golden State are abnormal.

According to the United States Census reports, as shown in our first chapter, on December 31, 1910, there were in California institutions for dependent children 236.4 for each 100,000 of the population. New York was then and probably is now the only state with an equal or greater proportion of institutionally cared for dependent children. Both of these states have large and numerous orphanages, so the statistics are a fairly accurate indication of the number of dependents. But the figures are inadequate, as they show no dependent children cared for except those who are inmates of institutions. In California more than the above ratio of dependents are now receiving institutional aid, and fully as many receive help in various ways outside of institutions.

The tabulations, which cover a number of institutions not included in the census reports, show that the number of dependent children now in private child-caring California agencies and institutions averages 7,236. It is probable that over 14,000 different children are in care every year. These facts make the matter definite and emphatic. Such numbers under institutional care in a state with a population slightly more than two millions must lead to special inquiry. Adding the number, elsewhere estimated at 5,766, who receive aid outside the institutions, the situation becomes both socially and economically important.

During the progress of this survey there were naturally brought out a multitude of related facts and conditions bearing

on the welfare of children in California. From these a few of the most suggestive may be outlined with advantage to all concerned.

1. First and most important in the estimation of many social workers, of all causes of child-dependency stands intemperance. In a list of 2,118 cases in the San Francisco juvenile court, complaints for which were made under 10 heads, drunkenness leads with 554, or over 25 per cent. That 25 per cent should be thus plainly labeled in a city where there are over 2,000 saloons, and more than that number of places where liquors can be freely bought by the quart, case, or gallon, and whose liquor bill is said to be the largest of any city of the same size in the world, is not remarkable. Other sources of information confirm the claim that in California as elsewhere in the world intemperance is in all probability the leading cause of child-dependency.

2. The number of deserted wives and husbands and of families abandoned, for the above or other reasons, is astounding. Probably could this cause of child-dependency be carefully studied, East and West, it would be found everywhere the greatest immediate cause of need and homelessness. This type of family trouble seems to afflict equally native-born Californians, the settlers from eastern states, and the immigrant nationalities. It would seem that family ties are looser here than elsewhere. The standard of morality in many localities is very low. Changes of marital relationship by separation and divorce are common. So marked is this feature of California life, and so effective is it in adverse influence on the rising generation, that it is said by the officers of the Preston School of Industry with special reference to their institution: "The reform worker hesitates to address a parent by the son's name; in one out of every three cases it is a different one. There are boys in the school who ingeniously recount a multiplicity of parents, past and present, bewildering to the mind of one who retains the traditional two as a standard."* The same is true of children in orphanages; the real surname is often difficult to determine.

3. The mild climate is frequently mentioned among the special causes of child-dependency in California. This should and

*Oliver, K. E.: The Material of the Problem. *Preston School Outlook*, IX: 13 (June–July, 1910).

does make it easy to keep a family, but at the same time loosens the tie of parental responsibility by lessening some necessities. All-the-year warmth and sunshine encourage mental and physical inertia, especially in certain races. A slack-minded parent sees that no great immediate suffering is likely to follow neglect, and yields to constitutional weariness. And in order to ease the burden gently upon the lap of the public, one parent, or perhaps both in collusion for the purpose, will slip quietly away without leaving an address. Soon the child or brood of children will settle comfortably into orphanage life, partly at the expense of the tax payer and partly at the expense of the generous public. Other phases of the effects of climate are brought out by Captain Dodds in a later chapter.*

4. Distressing poverty accompanied by disease is almost everywhere associated with child-dependency. It is true in California, where extremes of both wealth and poverty abound. Some poverty-stricken people are imported, and some who are diseased and poor come from other states. Part of these people are noted definitely in other paragraphs. Another part may be said to be indigenous to the state; that is, their poverty and disease have arisen within its borders, possibly from conditions peculiar to the location. The poverty may be the cause or afford a reason for the disease, or the disease may be the cause of the destitution. A fine climate may reduce to the minimum those necessarily in poverty or afflicted with disease, but it can not render people immune to the effects of alcohol. Depression and affliction go hand in hand with intemperance. Death and child-dependency follow after.

Speaking of the causes of infant mortality, Dr. Arthur Newsholme, a leading English authority, says: "Not only are poverty and a high death-rate always closely related, but a high death-rate implies also a high rate of sickness, and of inefficiency among those who survive. Poverty of parents by multifarious means implies excessive sickness and mortality among them and their children. Alcoholism is an important cause; it may also be an associated phenomenon, or a result of poverty."† Extreme

* See p. 205.

† Local Government Board. Report, 1909–10, p. xxviii. London, Darling and Son, 1910.

poverty not only will produce sickness and death among both children and adults, but must as inevitably lead to much child-dependency. California has as little extreme poverty as any state, but has its full share of those who are within the three interlocking segments of the circle of despair.

5. Modified hoboism, or Bohemianism, that is, a desire for frequent change of location and occupation, is another cause of dependency. California affords special opportunities for such diversity. Hundreds of children are now in institutions receiving state aid and partially supported by charitable donations, whose parents are physically competent to provide a good support but who prefer to throw the burden on others in order to freely seek personal pleasure, travel from place to place, and work or not as they choose, unhampered by their children.

6. The importation of foreign laborers for various lines of construction work is a prime cause of dependency both among adults and children. Many such laborers, employed on railroads, in irrigation ditches, and in the mining and lumber camps, have large families. They receive low wages, live in the coarsest and most primitive style, and are exposed often to great danger of injury or death; and when crippled or killed leave their families no resource but to be cared for by charitable agencies. Many such families, when the original contract or job is completed, gravitate toward San Francisco or Los Angeles, and add to the "slum" elements of those cities, living often in a state of poverty beyond expression. Even in a mild climate a dollar and a half a day for three or four days a week is inadequate support at best for families of from four to ten persons. And if the wage-earner is sick or dies, the orphanage is the only hope of the distressed family.

7. Bad housing conditions for the poorer classes, especially in Los Angeles and San Francisco, breed disease and lead to the dependency of many children. Even in a mild climate people can not live in multitudes on a small area and violate sanitary conditions without paying the penalty. In spite of splendid work done by the Los Angeles housing commission and by equivalent organizations in San Francisco, there are localities that are death traps to a swarming population. Personal visits to the "Cholo Courts," the "Dry Goods Box Villages," and various tenements,

were enough to make the investigator heartsick and long for the power to transform shacks and hovels into decent homes.

8. Notwithstanding the lower moral tone and looser ideas on marital matters which seem to prevail in most of the Coast region, the observations made led to the conclusion that there is very little more illegitimacy in California than in some other parts of the country. It has been suggested that one principal reason for this is the excessive use of preventive means, on account of which only a very small portion of undesired pregnancies reach maturity. However, here as everywhere, the actual number of illegitimates is very large. One children's home at Sacramento had in its care during 1911 at least 114 of these poor "waifs of humanity." A San Francisco agency reports nearly as many. A child-placing agency at Los Angeles had a like number in care within twelve months. And of course some unmarried mothers cared for their own babies, and many minor organizations aided in the disposition of others by adoption or otherwise.

9. Tuberculosis plays a special part as a cause of dependency in this state, although but little originates within its borders. California is the promised land of the consumptive. Thousands go there from the eastern states hoping, with the optimism peculiar to the disease, for relief or cure in the mild climate of the Golden State. They take their families with them and form no small part of the tide of emigration toward the Coast. Some are cured and some relieved for a time only to succumb later. And the families are left to swell the multitude of children in the institutions.

It should be noted that many of these tubercular immigrants are poor, having probably used up most of their financial resources at their previous location. Then conditions at the new abode are not all favorable. They are among strangers, in a new environment, unused to the ways of their new associates, and looked upon by neighbors with something of fear, at least with reference to close contact. From their malady they are unable to do any but light work, which is difficult to obtain, and poorly paid when found. Under these conditions, in spite of a favorable climate, the poor invalid soon succumbs to worry, insufficient food, poor accommodations, and the accelerated progress of his disease. When he

is gone, a family of children is left to populate the orphanage or children's home.

This is no fancy picture, but an outline of sad facts repeated in hundreds of instances. As a supplement to it take this occurrence. At one orphanage a matron with great earnestness said: "Is there no possible way to provide for tubercular children and those just taken from tubercular parents, except right among other children, as at this institution?" She then pointed out a family of five children, and continued: "The parents of these children died within a few weeks of each other of consumption. There seemed to be no near relatives, so they were sent here. Two of them are anemic and have a suspicious cough. The larger girl has enlarged neck glands. Yet we have to put them right into the general dormitories and let them mingle freely at all times with the other children. And these are not the only ones we have who need segregation, or at least special care and treatment." What was seen and heard at this orphanage was repeated in substance in others. It must be concluded that California greatly needs a sanitarium for the free care and treatment of dependent children afflicted or threatened with the great white plague.

These nine causes of dependency, most of which have special bearing in California above what they have in most parts of the country, help to explain the abnormal number of children in institutional care in this great state. Others might be outlined, but these are sufficient to stimulate thought and action along several important lines.

CHAPTER XXII

A SYMPOSIUM OF EXECUTIVE OPINION

IT is well to look at a picture from several different viewpoints if one would be sure of correct perspective and interpretation. This is the more necessary when the theme is complicated, the shadows deep, and the outlines indistinct. The child welfare problem is such a picture. The social worker or philanthropist must first endeavor to see what really exists before trying to radically improve conditions.

To obtain an adequate conception of the child welfare situation in California, and to forecast desirable future action, a number of leading executive officers of institutions and organizations were invited to discuss these matters as seen from an official viewpoint. These representatives were carefully selected, first for their personal prominence and high character, second as representing varied and important lines of child welfare work. Their illuminating statements may be considered a fair picture of present conditions, with valuable suggestions as to what is best for the future.

While no restrictions were placed upon these writers, the following five questions were asked to suggest a somewhat uniform line of thought in the articles they prepared:

1. What are some of the chief causes of child-dependency in California?

2. How can child-dependency, in proportion to population, be decreased in this state?

3. How can those really dependent best be provided for?

4. How can the expense of caring for dependent children in California be reduced?

5. Will a more general effort to place dependents in family homes materially aid in solving these problems?

Space will not permit full reproduction of these letters and articles. Their most salient points and suggestions are here

Main Building with Bishop Annex

Working Boys of the Bishop Annex

Busy Workers in the Sloyd Shop

Berry Picking at Sebastopol

Dining Tent at the Summer Camp

Sunday Service at the Summer Camp

BOYS' AND GIRLS' AID SOCIETY, San Francisco. (See p. 84)

presented somewhat condensed, yet giving, it is believed, a clear statement of the California situation as it appears to the various writers. The fact that these articles were written sometime ago, will only slightly if at all lessen their value for present study.

George C. Turner, superintendent of the Boys' and Girls' Aid Society of San Francisco, says:

The very great cause of child-dependency is intemperance, which is directly responsible for seventy-five per cent of all the cases in the Juvenile Court of San Francisco. Close the saloon and the number of dependent children will be lessened by more than one-half.

The decadence of the home is a second cause of dependency and delinquency. The apartment, the flat, and the tenement are all enemies of childhood. The passing of the home and the coming of the cafe, with the ubiquitous saloon, are the curse of San Francisco today.

One way to lessen the existing number now in institutions is in the effort to make growing boys and girls realize the need of independence. Give them an opportunity to work, and then make it possible for them to live on their earnings. Boarding homes for working boys and girls will preserve their self-respect, and yet make it possible for them to earn their own way. Make the charges so reasonable that the boy or girl can keep properly clothed, and have a little for pleasure, and you have transformed a dependent into a self-sustaining member of the community. One great evil of institutionalism is the lack of appreciation of the value of money, and I know of only one way to inculcate it, namely, by experience.

I believe in the free family home for small children, and in adoption wherever possible. But for the large number who are beyond the age for adoption and reception as members of the family, industrial and economic training is the need; and that in my judgment can best be obtained in the factory, the store, and the shop, and under conditions of restraint and discipline approaching as nearly as possible those of normal home life.

While the more general effort to place dependent children in family homes instead of institutions will partially solve the problem, the great thing is to diminish the supply. Let us go at the causes of child-dependency, and remove them. When public opinion grapples with the two fundamental causes I have mentioned, both of which can be largely eliminated, then the supply of dependents will be cut in two.

I am optimistic for the future. Recent legislation has been good. We are now to have wise supervision of existing institutions by our State Board of Charities and Corrections. We expect the creation in future

of the type of homes for children needed to develop independence. We hope for the development of the juvenile court along right lines. And with all these I believe we shall do much to relieve the existing situation.

I wish to add a word of appreciation of your thoughtful and sympathetic study of our local situation. I am sure it will throw much light on the subject, and help us to a solution of our problem.

San Francisco, November, 1911.

The Children's Home Society of California, with headquarters at Los Angeles, is one of the most important child-helping agencies of the state. For several years Herbert W. Lewis was its superintendent, after long experience in child welfare work in Minnesota, Washington, D. C., New York, and California. His article follows:

The facts ascertained by your study serve to emphasize anew the necessity for wider dissemination of full information on this subject in California. While we have known that conditions here were not as they should be, the vast size and difficult nature of our problems are revealed now for the first time by the figures you are about to publish.

I am glad to respond to your questions for several reasons, but largely because things are not in all respects as bad as they appear, and because there are some explanations of the situation which one would recognize only after long acquaintance with and actual study of the subject.

In response to your query as to the chief causes of child-dependency in this state, I shall not attempt to discuss the social and economic difficulties which usually contribute to it. Human nature is everywhere pretty much the same, and adverse sociological forces operate with practical uniformity throughout the nation.

There is no such mass of actual child-dependency as appears from the statistics compiled. Very much of it is purely artificial, and is due to the mistaken policy of the state toward this subject.

The larger part of child dependents included in the figures are residents of the orphan asylums where the state or the county contribute to their maintenance. They are admitted by the officers of the institutions in response to appeals made to them on behalf of the children. But there is no adequate test of the need of the charity solicited. Institution managers wish to demonstrate the usefulness of their institutions, and this is best done by a record of large numbers received and cared for. Thousands of weak and unworthy parents seek to place their children in the state-aided asylums when with proper self-sacrifice and industry

they could perform their own parental duties. The falsehood and subterfuge used to get children admitted to institutions are almost beyond belief. They are only fully known by those who have honestly endeavored to admit those in real need and reject those whose parents could and should support them.

Then there is no co-operation among the institutions. A child rejected in one may be received at the next. There is no interchange of information whereby one institution might be made aware of facts learned by another touching the propriety of the reception of a given child or family. In many instances there is no effort made to learn the reliability of statements as to the death or disability of an absent parent. There is no system through which deserting parents may be sought and compelled to support their children. Some officers of Juvenile Courts have made commendable efforts in this direction, but a great majority of the applications for admission of children to asylums are never heard of in the Juvenile Courts.

The return or claim filed with the State Board by the managers of an institution merely sets forth the fact that certain children have been received and maintained for a stated length of time as orphans, half-orphans, or abandoned children; and the state thereupon pays the institution the amount due, according to law. Under such circumstances the abuse rate must be enormous.

There are no social, economic, climatic or racial conditions in California to account for the disproportion of children apparently dependent in this state.

Decrease in child-dependency here can be accomplished first by the elimination of the abuses mentioned above, second by the submission of all actual dependents to careful investigation under the provisions of the Juvenile Court Law. Children found permanently dependent by the courts, could and should be committed to the care of some institution or society which has an approved home-finding or placing-out system. They would thereupon become subject to adoption without consent of their parents; would be placed in the homes of persons suitable and willing to receive them, and would cease to be dependents.

In my judgment there can no longer be any legitimate controversy as to the best method of providing for children permanently dependent. For the normal dependent child the family home is the most natural, most comfortable, most happy, and most advantageous situation. Of course these homes must be carefully selected, then properly supervised after the children are placed.

However, there will always be left on hand a certain proportion of

children who, because of mental or physical deficiencies, should never be placed in family homes.

The great expense to the state and the people of California for the support of dependent children can be reduced by first requiring that none shall be eligible to receive state aid unless first declared dependent by the process provided in the Juvenile Court Law. Second, by enforcement of the principle that continued wilful neglect of parental duties is sufficient reason for the extinction of parental rights. Third, by closing up small and unnecessary institutions. Fourth, by careful examination and rigid supervision of families of children receiving aid in their own or other private homes.

A more general effort to place dependent children in family homes, rather than in institutions, will materially aid in solving all these problems. For every normal, healthy dependent child under five years old there are a dozen homes waiting; and for those older homes can be found as soon as assurance can be given that there will be no interference from parents or unworthy relatives.

Los Angeles, December, 1911.

The chief probation officers of populous counties are very favorably situated to both learn the facts concerning and suggest the remedies for social ills and evils. Alameda County, California, has a population exceeding a quarter of a million. Christopher Ruess has been for some years its probation officer. The following is his contribution:

Speaking from an experience of four years as a Probation Officer, I would say that the main causes of child-dependency here appear to be, 1st, the broken home; 2nd, the school that fails to train for life; and 3rd, the community which still provides little opening for skilled work for the boy out of school.

These, however, are only superficial causes. It is a waste of breath to rant about them as many do. There are deeper causes. Why is the home broken, and the community too poor to provide what we know is best? Because of the drink evil, the double standard of morals and the accepted social evils, and the intermittent and seasonal employment, or utter unemployment—these, chiefly, make the broken home, and cause child-dependency. Destroy the cause, the effect will cease.

Perhaps through a partial application of the single tax, and through city ownership of public utilities, the income for the larger community life is coming, with its continuation schools, and other helps and safeguards. But these have not yet arrived, and the children suffer.

Between the dependent and the delinquent child the line is narrow and shadowy. Misfortune prepares the way for delinquency.

Perhaps the deepest problem of all is unemployment and its resultant misery. The crowded neighborhood, the three rooms for a family of nine, little or no yard,—this is part of our present industrial system. As society gets more fraternal, some would call it more paternal, we shall eradicate this cause.

Not waiting for the eradication of present causes of child-dependency, we can reduce the number of dependents by simply changing the mechanics of the system. How? 1. By a better sifting of applicants for state aid in orphanages, and of applicants for private aid, too, for that is just as much a tax on the ultimate tax-payer and philanthropist. 2. By a better after-care. The institutions are not now to be blamed. They have not the money to hire investigators to do preliminary sifting, or to give after-supervision. And such sifting and after-care is too large a problem for the single institution to attack.

This work of sifting and supervision should be done by the probation officers throughout the state. But until we have a State Probation Commission, with uniform standards and methods, I doubt if the institutions would be justified in turning over such delicate and serious work to the probation officers.

Many a child is now in an institution whom a good social worker would have kept with one parent, or relatives, in a normal home. Many a child from an orphanage ends in the penitentiary, not because the orphanage failed but because there was little or no after-care, and the good work of the orphanage went for naught. Dependent children till of full age should be under the care of the state. Nothing else will protect the child or the state in the absence of natural or true foster parents.

No state aid should be given except for children found dependent and committed by the Juvenile Courts.

Each child is born with the right to a home, which is paramount to the parents' right to the child, when they do not provide a fit home. The state which denies the child its birthright of a home, with due physical, mental and moral care, must pay with compound interest, as in California, for its sins of omission against the child. Nothing that a child receives can justly be termed a charity; the world owes the child a chance.

The same money now spent in too many institutions, were it invested in child-placing, and in sifting, thorough investigation, and in after-care, would bring to the kind-hearted and generous ten times as much real satisfaction, and to the children and the state ten-fold as much good.

Oakland, December, 1911.

Captain A. C. Dodds was for over eight years the chief probation officer of Los Angeles County, now the most populous county in the state. He was for five years before this in the same position in Cook County, Illinois, where the immense juvenile court work of Chicago gave him a rich fund of experience. He was therefore connected with the juvenile court almost from its very inception, and in years of actual service at the time of writing this article was perhaps the oldest probation officer in the United States. His contribution dwells mainly on the causes of dependency and delinquency:

Whether in the mild climate of southern California or in the more austere climate of Chicago, where I served during the first five years of the Juvenile Court in that city, I have found the same causes evident in the cases where it has been necessary to apply the Juvenile Court system to wayward children.

Classifying them, I find they can all be placed under four distinct heads, namely: death, divorce, drunkenness, and desertion. I am not so well informed generally as to facts in regard to these things as in former years in Chicago, but in more than eight years of work here in Southern California these conditions have been accentuated to such an extent that they are now the leading factors in the production of a class of children who finally find their way before the Juvenile Court.

In the homes where death has entered and the breadwinner has been taken, the mother is left to struggle along with her group of little children. She has now to become the bread-winner, and the children are left to their own devices a great part of the day. The eldest one, especially if a girl, is required to become a little mother to the rest. All, outside of school hours, drift into the street, mingle with other neglected children, and thus become members of a "gang," with home life often a minus quantity, and if any exists of a deplorable quality.

On the other hand, if the mother is taken and the father left, the same conditions exist in even a more aggravating form. Of all the helpless creatures in dealing with household economics and handling little children first and worst is the average man. No wonder, if the mother is lost, the home is ruined and the children become street Arabs.

What is true of the home broken by death is likewise true under the other conditions indicated by the words divorce, desertion, and drunkenness. I need not describe the effects of a drunken husband on the home life of a family. And, while it is much more rare that the mother indulges

in intoxicants, yet when it happens the result is even more disastrous to the children in the home.

There is another factor which has shown itself somewhat prominently in our experience in Southern California—a good many of the parents with whom we have to deal are ignorant, incompetent and indifferent. These are mainly low class laborers, generally of foreign birth or descent, but some are of American strains. Their children are entirely ignorant of the most rudimentary principles of life, and grow up rude, coarse, and ignorant. But for the saving knowledge implanted by the public school system, this condition of things in the home would be an even more serious menace.

The indifference of parents to the duty of training and caring for their children, seems more pronounced here than in other places I have known. The climate is such that it is no particular hardship for children to stay out of doors for a succession of nights, and many parents seem almost entirely indifferent as to the welfare and whereabouts of their families. They do not take it seriously when children are not at home at the usual bed time. Nor do they, if they stay out all night, sleeping in the weeds of vacant lots. Such parents take it for granted that no serious harm will result, and do not go to the trouble to search for the children.

Another phase of indifference is that in these homes, or in most of them, the children receive no religious instruction of any kind. They do not go to Sunday School. They are never seen at church. They have no conception of religious principles, the necessary foundation of all high class character. They attend almost universally the cheap vaudeville theaters, penny arcades, moving picture shows, and other places of cheap and dangerous amusement.

By reason of climatic conditions, the Sabbath day is spent by great hosts of people in this sunny Southland, in taking their entire families to the beaches, or the mountains, or other pleasure resorts. From a hygiene standpoint relaxation and recreation are both necessary and desirable, yet the absence of all religious training at home and this pleasure seeking that prevents church attendance and turns the Sabbath into a day for exhilarating amusements, will account for the waywardness of many children. Such conduct also opens the way for the breaking up of many a home.

Los Angeles, January, 1912.

San Francisco city and county are coterminous, and had a population in 1910 of 416,912. The people are extremely varied

in character, financial means, and nationality. The duties of the probation officer are heavy and exacting, but give exceptional opportunity for the study of child-dependency and related matters. J. C. Astredo, who fills this position, presents the following:

In response to your request for my views on several matters relating to child-welfare in California, I take pleasure in presenting a few facts and suggestions. My present viewpoint is that of a court official, but previous to my appointment as Chief Probation Officer of San Francisco I was for a long time engaged here in special preventive and reformatory work.

As to the main cause of child-dependency, I know of nothing more suggestive than the official record of 2,218 cases handled in the Juvenile Court of this county from May 1, 1906 to July 1, 1910. These involve both dependency and delinquency, but the ultimate causes are about the same for both. The proportions would not be materially changed if the classes could be separated. However, separation is almost impossible. Many are dependents as regards support, and at the same time delinquent in conduct, and many dependents because of evil environment rapidly pass into delinquency.

In the period above noted, the cases considered in the Juvenile Court were in response to complaints under ten heads as follows:—

Drunkenness	554	Illegitimacy	64
Desertion	426	Penal conviction of relatives	41
Immorality	377	Brutality	26
Illness	322	Laziness	19
Poverty	211		
Neglect	178	Total	2,218

The main causes of child-dependency, as also their relative importance, are perhaps sufficiently illustrated by this record. I will therefore leave the matter without further comment.

You ask what can be done to diminish the amount of child dependency in California, which statistics show to be exceedingly large in proportion to population. Various matters must be taken into consideration. Speaking from the standpoint of a court officer, one very important way to reduce dependency is by making the parents financially responsible for their own failures and neglect.

Whenever parents are able-bodied and can work, or are otherwise possessed of means to do it, they should be made to pay the cost of caring

for their children, if such are forced into custody of the Court, or thrown upon the care of outsiders or institutions. In the last six months, by the special effort of this office, the amount paid by such financially capable parents, whose children are under the supervision of this Court, has risen from a little over $200 per month to over $700 per month. In the near future $1,000 per month will be collected from this class. However, we believe that ultimately, by reason of this very pressure to put the financial responsibility where it belongs a gradual reduction will follow, both in amount of collections and in number of children under the care of the Court.

I am heartily in favor of making the largest possible use of family homes for the care of dependent and delinquent children whose own homes are not acceptable. I feel that there will always be a large number of children who can be cared for in proper institutions and am much encouraged by the changes in institutional management during recent years, making toward specializing in behalf of subnormal children.

For the permanently dependent normal child, however, I believe a carefully selected foster home is advantageous. We are working with several agencies in San Francisco for both temporary and permanent placement work, and I feel that it will be to the advantage of a large number of children to increase the number of foster homes, providing they are carefully selected and adequately supervised.

San Francisco, December, 1911.

The California Society for the Prevention of Cruelty to Children is one of the most active and important child welfare organizations on the Coast. It investigates thousands of cases every year, keeping a detailed and systematic record. It probably comes in closer touch with the inner details of life among the poor—especially in San Francisco—and the causes of dependency and delinquency, than any other society. This protective agency, in carrying out the purpose indicated by its title, institutes more suits in behalf of children in the various courts than all other San Francisco societies combined. M. J. White now (1915) for over fifteen years has been its executive officer. His statements and suggestions have a special interest.

The study of the Child-Helping Institutions of California, just made by the Russell Sage Foundation, is certain to be productive of beneficial results. When our public officials and charity giving humanitarians awaken to realization that public and private funds are being expended

for cure that should be spent for prevention, steps will be taken to change the system now in operation.

Our present system may be likened to an old-fashioned Mexican ox cart, with its bulky body and heavy, slow-moving solid wooden wheels. Such a vehicle can carry a load, but at a great waste of time and large expenditure of physical energy. The Mexican ox cart may be picturesque, but it has no place among modern vehicles of utility.

It is so with our present methods of dealing with the child-saving problem. They may be picturesque, but they are largely out of date. Practice has lagged far behind well-tested theories. Good practical workers have evolved better plans and methods for carrying the juvenile problem over the rough highway of formative years. These have been tested and proven efficient. But society continues to bundle the juveniles into the old judicial ox cart, the vehicle goes bumping down the road, jolting out and losing many, and causing inconvenience to all.

To my mind the chief cause of child-dependency in California is the drink habit. In my eighteen years' experience as a newspaper reporter, and twelve years as secretary of this society, I feel justified in saying that of the thousands of cases of child-dependency that have come to my notice fully ninety-five per cent were traced directly or indirectly to the liquor evil. Let me emphasize here that this declaration does not apply to that class of dependents who have become a burden on the public because of the normal death, sickness or misfortune of one or both parents.

Another cause for so much dependency is the manner in which the cases of unfortunate children are handled in our courts. I am sorry to say that too often children taken into court for their protection are later returned there as delinquents. It happens in just this way. When cases are brought into the courts, and pleas made for the little ones' welfare, the assertion is at once made in answer that homes should not be destroyed and family ties broken. It is claimed that parental rights above all others should be sacredly observed. The consequence too often is that children are restored to the same awful environment from which perhaps 48 hours before officers have taken them. Or perhaps they are assigned for a short time to some charitable institution, then reclaimed by the absolutely worthless relatives, with the consent of the court, and taken back to the old ruinous environment.

Lest we be misunderstood let me say it is the earnest endeavor of all our humane officers to strengthen family ties, and not destroy homes. The children who are called before our courts are usually there because the places from which they are taken are not homes, and there are no

family ties worthy of that name. Protection of the children is asked because of drunkenness, immorality, degeneracy, neglect, and cruelty. It is not a home where the male and female parents meet, fight, drink, indulge in debauchery, and neglect their children. Yet in hundreds of cases, drawn from such conditions, our judiciary guard so rigidly the sacred rights of parents that either at once, or after a short stay in a charitable institution, children are returned to the alleged home, frequently returning to the court again and again as dependents, or when a little older as delinquents. It is the practice of over-weighing the alleged rights of parents against the actual needs and rights of the children, that we emphatically protest. Absolute severance of parental rights in many cases is the only hope of the unfortunate children.

In practice, when the parents are very bad, the children are usually assigned to some institution, where for an indefinite time they are supported partly by the state and partly by the charitable public.

The teachers and managers of the institution instruct their young charges in truth, morality, virtue, and cleanliness. There is usually a favorable response to these efforts. But the courts permit frequent visits of parents and relatives. The influence of the degenerate, drunken, or immoral parent is always evilly exercised upon the child. Then with few exceptions, sooner or later these children are restored to their parents. In many cases they are kept at the institution until old enough to be of use to the parents, either in the home or as wage-earners. And practically all the work and money expended on such children is thrown away, for in a majority of cases after return they yield to the influence of their family environment and become as vile as their relatives.

If our judiciary would say to neglectful and undeserving parents: "You will forever lose your children if you do not reform, if you wilfully fail to provide for them, or abandon them in institutions," and keep its judicial word, something would happen. Those parents possessing something of manhood and womanhood would correct their habits, and remove the condition of dependency from their children. Decent people who have children in institutions would seek to reclaim and provide a proper home for them. Many of those still left in institutions could be considered abandoned by relatives, and placed in family homes. Thus simply a firm judicial stand on this proper basis would greatly decrease the number of dependents, and save to the state and people many hundreds of thousands of dollars every year.

When it is shown that parents are unworthy, and proved beyond question that they can not and do not wish to reform, the duty of those who have the fate of the little ones in their hands, is to sever entirely

the old relations, and place their young charges in permanent homes in private families, that are willing and glad to accept just such children. In the broad state of California there are hundreds of good families eager to take unfortunate children into their home circles. The books of our placing-out agencies show multitudes of such applications which can not be filled because the courts have not set the children free from unworthy parents, or protected as they should worthy foster parents. The time has come to abandon the old ox cart. The automobile of better methods is just to parents, infinitely better for the children, and far more economical for the state.

In regard to family homes in which dependent children can be placed, some for full adoption, and others for minority guardianship, adequate supervision is a necessity. They should all through the minority years of the child or children be under the surveillance of reputable home-placing societies, probation officers, or state agents.

Our home-finding societies will, when the public is awakened, become the greatest institutions of our child-helping work. They are maintained without cost to the state, and at a very moderate expense to their philanthropic supporters.

It would not be right to close this discussion leaving the impression that conditions are now worse than in the past. The reverse is true. There are less dependent children in California in proportion to population than years ago. There is less cruelty, less vicious neglect, less suffering among the innocent and helpless than in former times. Our work and that of other agencies has had large results. Our courts, although still open to criticism, are slowly coming into line with modern ideas. The forward movement of humane bodies on educational and legal lines has materially decreased evil conditions, and opened the way for the improvement of environment. The outlook is favorable and the future is bright.

San Francisco, December, 1911.

Dr. Dana W. Bartlett, superintendent of the Bethlehem Institutions of Los Angeles, has given a brief and terse but valuable outline of opinion on these child welfare matters.

In response to your request I reply as follows:

1. My impression is that the chief causes of child-dependency in California are Desertion, Intemperance, Divorce, and Industrial Accidents. The ultimate major cause of dependency is economic.

2. Child-dependency can be materially decreased by (1) Better home life; (2) Better physical environment; (3) Elimination of the saloon;

(4) Building of Garden Cities. All these will help to reach the cause. Every effort put forth to reduce poverty, crime, and social disease, will help to solve the problem of dependency.

3. Those really dependent can best be provided for in family homes, which are much superior in all respects to the congregate or institutional methods.

4. The payment by the state of sufficient money to make it possible to keep the child in its own family home, or in the home of a relative, is the best plan when practicable.

5. I advocate state supervision of institutions by trained experts; the placing-out of institutional children in homes; supervision in both institutions and homes to be continuous through a series of years. It is no doubt true that there is a childless home for every homeless child.

Los Angeles, December, 1911.

Hon. W. Almont Gates of Sebastopol, California, until recently was secretary of the state board of charities and corrections, having held this position for several years. He had long and valuable experience in eastern states before removing to California and proved himself a strong, capable, and efficient executive officer of a most influential and important state department. His outline of present conditions, and the matters relating to the new laws, is significant and promises great changes for the better in the near future.

The legislature of this state at its last regular session enacted two laws which will materially affect the work of the children's institutions of California. One of these was the following section added to the law creating a State Board of Charities and Corrections:—

"Sec. 5. The board is hereby empowered and authorized, and it shall be its duty as a whole, or by committee, or by its secretary, to investigate, examine, and make reports upon all institutions or persons receiving any state aid for the care of orphan, half-orphan, abandoned or dependent children, and may prescribe forms of record thereof to be kept, and require reports thereof."

This section gives the State Board of Charities supervision over all orphan asylums receiving state aid, and that means all the orphan asylums. Under this law, the Board will inspect and report upon all of these institutions and will require statistical reports from the institutions. It is the intention of the Board to commence its statistical reports July 1, 1911.

The Board hopes also to improve this class of institutions and will insist that those continuing in this work shall maintain a good standard. The Board desires ample care and training for all those children that must remain in institutions, and hopes to have placed into family homes those who are capable of being so placed.

The second law referred to is one which places the work of home-finding and child-placing under the supervision of the State Board of Charities. This is Chapter 569 of the Statutes of 1911.

This law provides that—

"No organization, society or persons shall engage in the work of placing dependent children into homes in this state, without first obtaining a permit therefor, duly executed in writing, from the state board of charities and corrections."

The law further provides for investigation and inspection, and the requiring of reports, of such societies, and the prescribing of rules and regulations for the conduct of their work. It is further made a misdemeanor to engage in the work of placing children into homes, or the soliciting of money therefor, without such permit being first secured.

The State Board of Charities has so far issued but five permits,* but the state-wide work of placing children into homes has been narrowed down to two societies. The Board has insisted as conditions precedent to engaging in this work, the following:—

1st. That the society engaging in the work has the organization and equipment necessary to carry on the work in a proper manner, with good assurances of continuance.

2nd. That proper records be kept, so that in the future any child coming into its hands, can, if necessary, be traced and located.

3rd. That care be exercised in the selection of homes in which children are to be placed, and in so placing the child that the home and the child shall fit each other.

4th. That proper supervision of the child in its new home be given, so that the welfare of the child, its growth, education and training will be secured.

The Board believes that the best place to rear a child is a good home, and it believes that as the years go by, the number of dependent children in the orphan asylums will decrease, and the number of such children being reared in good foster homes will increase, to the advantage of the dependent child and the state.

San Francisco, December, 1911.

* In July, 1915, nine permits were in force. See pp. 60-70.

CHAPTER XXIII

SUGGESTIONS AND RECOMMENDATIONS

SOCIAL and scientific studies of single institutions, or of limited groups of institutions, by trained agents, are now frequently made in the more progressive states. Efforts to exhibit and coördinate the child welfare work of an entire state are comparatively new, few in number, somewhat difficult, and cost much in time, labor, and money.

So far as can be ascertained, the Department of Child-Helping of the Russell Sage Foundation is the only organization that has ever covered the child-caring work of entire states with reports comprehensive in scope and measurably complete in detail. As the pioneer in such state-wide studies, the Department has set an example, provided forms and precedents, and opened the way for more intensive and valuable future surveys.

A number of important matters so far have received only incidental treatment, if mentioned at all in the preceding chapters. In this chapter they will be discussed briefly in the hope that these paragraphs will stimulate thought and action along some lines of greatest need.

1. CASE STUDY. The careful investigation of every case where the dependency of a child or a family of children is under consideration, is no longer a matter of choice but of necessity. Social welfare work has progressed to the point where neglect of case study by an agency or an institution is counted almost criminal. It is not enough to accept statements of alleged facts by persons most interested in having the child accepted by the agency or admitted to the institution. Personal investigation of the child and its family, the conditions and the environment, by trained or experienced agents, is now required by the practically unanimous voice of the social service world.

In the past, limited inquiries generally were made by the superintendents or matrons of orphanages and homes, or the gov-

erning board's committee on admission, composed of volunteers who seldom were trained for such delicate tasks, and who usually had no time properly to make the investigation. Admission was granted when this superficial study of the circumstances seemed to warrant it. Even when the inquiry was made by a paid worker, it was often with little conception of the problems involved or how it should be undertaken. The result was the admission of thousands who should never have entered institutional life at all, and very often their entrance into institutions utterly unfit to provide in the best way for them.

The new method, which must have right of way everywhere, calls for careful preliminary study by experts, efforts to solve family and home problems, and to preserve family life whenever it is possible; and for the children really homeless, neglected, defective, or delinquent, custodial or other care of precisely the sort required, determined according to age, physical condition, and general needs.

2. CO-OPERATION. To the popular mind the term co-operation is almost as indefinite as the term social service, and causes much confusion of ideas because of its indiscriminate use. Miss Virginia McMechen of Seattle says in a letter: "The crudest form of co-operative effort is represented by friendly intercourse. The second stage is where agencies begin to recognize difference in function, and to refer to its proper agency work that falls within its legitimate province. The third stage is where all the agencies do things together."

The first stage already has been reached by the majority of agencies and institutions. The second stage has been reached by a few, and even among them much unnecessary waste and competition yet remain. Almost everywhere the third stage is yet a dream of the future.

One of the essentials of real progress in child-helping is the abandonment of competition and the substitution of co-operation. Each agency and institution must establish a field and function in and to which its activities shall be limited. To escape unnecessary duplication, and to properly cover all fields, this selection must be by mutual agreement among similar or related organizations. The child-placing agencies will specialize on their func-

tion; and the institutions for permanent care will coördinate themselves for work in behalf of different classes of children, the invalid or crippled, the feeble-minded, the wayward and delinquent, those requiring social training, and those needing the aid of special vocational schools.

As far as possible the agencies and institutions of every community, and indeed every state, should be so related as to supplement one another, and unitedly to meet the needs of all classes of dependents. The day of the old-time poorhouse as a catch-all for all sorts of wrecked humanity is done. The sun has set on even the old-fashioned orphanage for all classes of dependent children. The day of specialization and limited function has dawned. It is wise to accept the fact, and readjust institutional work on the co-operative basis required by present day needs and methods.

3. COTTAGE AND CONGREGATE INSTITUTIONS. Practically everywhere it is now conceded that for the care of children the large congregate institution is not as desirable as the cottage institution. The congregate type necessarily compels the objectionable "mass care" of children, which prevents the study and development of individuality. Only in well-arranged and equipped cottage plants is it possible to have "care and spirit in imitation of ordinary family life."

In California the original orphanages and homes were nearly all of the congregate type. Those founded more recently are largely of the cottage type. Those in which outworn buildings are being replaced with new structures are mainly erecting groups of cottages instead of great congregate buildings. There is a rapid addition of cottage buildings to the costly plants of the state schools. The new California School for Girls at Ventura is a cottage institution. More slowly, for want of funds, but surely, a like change is taking place in the private institutions for dependents. The large amounts already invested in congregate buildings, which can not be disposed of to advantage, in many cases prevent such changes even where the management would be glad to inaugurate them.

Leading examples of the accomplishment of this desirable change may be mentioned. The Los Angeles Orphans' Home in

1911 abandoned a downtown congregate plant with a capacity of 250, and erected on a suburban tract a fine cottage plant with a capacity of 91, at a cost of $100,000. The Sacramento Orphanage and Children's Home left a downtown congregate plant a few years ago and located the institution on a suburban farm at Palmetto Heights, in a good cottage plant valued at $116,000, with a capacity of 200. St. Francis' Orphanage at Watsonville, the second largest Catholic institution for boys in the state, after over forty years of operation in typical congregate buildings, is this year (1915) erecting modern cottages to house about 400 boys, at a cost of several hundred thousand dollars. It is hoped and believed that many other institutions, Catholic and non-Catholic, soon to replace old structures with new ones, will follow these examples and provide the best modern type of cottage buildings to house their youthful wards.

4. EDUCATION OF INSTITUTIONAL CHILDREN. The education of children in the homes and orphanages varies greatly in methods and efficiency. For religious reasons the Catholics and some others conduct special schools within the institutions. In a few cases the institution provides a building and the city or county provides and pays the teachers. A growing number of institutions send their wards to the public schools where, by their mingling with other pupils, they receive marked stimulus to progress, in most cases a better education and, not least in importance, are brought into intimate association with children reared in normal family life.

The institutions most faulty in construction, and whose physical and medical care of their wards is very imperfect, often find public school training impossible because of frequent quarantine on account of contagious diseases. Such are obliged to maintain schools of their own, and they are generally poor in equipment and lacking in efficiency. There should be some way to bring their educational facilities up to the standard of the public schools, if their wards can not be made pupils of the public schools themselves. It is fair to say that the educational equipment of some institutions is of high order, and their school work apparently excellent.

5. FEEBLE-MINDED CHILDREN. The special study and at-

tention now being given to the mentally defective and backward classes is one of the remarkable incidents of the present social age. Feeble-mindedness is intimately related to dependency and the whole subject of adequate provision for needy and neglected children. This manual would lack a material feature if it failed to outline the causes and conditions leading to imbecility, and the existing and proposed preventive and remedial agencies within the state of California.

A quotation or two from leading authorities will indicate the importance of the theme, and its relations to dependency and delinquency. Dr. Walter S. Cornell of Philadelphia says:

> Feeble-mindedness may be defined as original lack of normal mental capacity. By "original" is meant before the end of the child period or about the twelfth year, although actually 95 per cent of the feeble-minded are born so because of hereditary influences or injury to the head during labor. By "normal capacity" is meant approximately the mental capacity of an 11 or 12 year old person.*

The feeble-minded are usually classified into two groups: the degenerates and the accidental cases. Dr. Cornell declares that over one-half of all the feeble-minded, and certainly three-fourths of all those found as state charges in our public institutions, are degenerates. These represent the running down of the human stock, and the poorly formed brain is usually paralleled by numerous defects of other organs of the body. All over the country feeble-mindedness is an increasing peril to modern civilization.

There is an inclination throughout the country to accept one in every 300 as an approximate ratio of feeble-minded persons to the general population. By the census of 1910 California's population is 2,377,549. At the ratio above given there would be 7,925 feeble-minded persons within the state.

As provision for the custodial care of these 8,000 imbeciles there is but one institution, the Sonoma State Home, with a present capacity of 1,070 inmates.

The 7,000 not in institutional care are mainly in the homes of the people. It is estimated that at least 25 per cent of all inmates of the state reform schools are mentally deficient. There

*Cornell, Walter S.: The Feeble-minded World, p. 1. Philadelphia, Department of Public Health and Charities, 1911.

are also in the aggregate a large number in the orphanages and homes. Everywhere they are a depressing factor in family, school, and institutional life, and detrimental to the welfare of the normal children with whom they associate. There is no doubt that the entire state would be relieved and benefited by institutional provision for at least 5,000 imbeciles.

What would it cost to erect several suitable plants to accommodate 4,000 more of this unfortunate class? On the basis of the present valuation and capacity of the Sonoma State Home, about $700 per bed, or $2,800,000. This sum, or a part of it, should be appropriated at the earliest possible date, and work begun at once in behalf of these unfortunates and for the protection of the rest of the people.

Experts declare that the numbers of the feeble-minded are rapidly increasing; that imbecility is largely constitutional or hereditary; that the feeble-minded are two or three times more prolific than people of good mentality; that feeble-mindedness can be checked and ultimately nearly abolished by proper preventive measures and custodial care; and that custodial care for all imbeciles of procreative or child-bearing age constitutes the most humane provision for the unfortunates themselves and for society at large. For these reasons it is urged that California set an example for the rest of the Union by making adequate institutional provision for this class.

In a personal letter from William J. G. Dawson, medical superintendent of Sonoma State Home, under date of July 15, 1914, are the following interesting statements:

> I agree with you that there is great need for a large increase in the institutional provision for the care of the feeble-minded all over the country. In California there is only one institution for the care of this unfortunate class. There has been some talk of starting a new home in the southern part of the state, and I believe that the time has arrived when another institution should be built. In 1910, according to the census, it was estimated that there were nearly 8,000 feeble-minded in California who should be receiving institutional care.
>
> In our institution we have about 284 epileptics. They should be colonized, and not allowed to mix indiscriminately with the feeble-minded. There should be more buildings to house the feeble-minded here, so that

the different grades could be better segregated. Our waiting list is now 132, and a large number of applicants should at once be admitted. We have nearly completed a Nursery Building for males, and when it is ready for occupancy we will be able to receive about 50 of those now waiting.

In my opinion there are only three ways of solving the problem of how to prevent the increase of feeble-mindedness and kindred diseases:

1. By compelling the parents or friends, where they have such, to take care of their children up to the age of puberty; then to have them committed to institutions, set apart for the purpose, there to remain during the child-bearing period.

2. By a regular system of sterilization of all positively feeble-minded persons.

3. By the compulsory permanent commitment to institutions by the courts of the whole number known to exist.

The first is the most practical. The second, sterilization, it is true will prevent procreation, but will also have a tendency to increase prostitution. Again, the inmates of an institution do not require to be sterilized, as they are protected, but rather those who are out in the world; and this would be a difficult proposition to carry out successfully. The third way is impracticable as the expense would be too great. No state has yet provided sufficient buildings to house more than a small per cent of the cases known to exist.

Our institution has been granted an appropriation for a cottage for female epileptics. We have used the "Wasserman" test on 1,253 inmates, of whom only 59 gave positive reaction. We are using the "Tuberculin" tests in suspected cases of tuberculosis. We also began the "Binet" tests in October, 1913, and are now continuing these tests by experts representing the universities of California and Stanford. You may use any of this information for your section in regard to the feeble-minded in California.

6. HOUSING AND DEPENDENCY. Social experts all agree that housing is closely related to dependency and delinquency. Bad housing is the hub of home destruction. Some of the spokes attached to the bad housing hub are:

(1) BAD ENVIRONMENT. Poor houses and tenements are usually grouped together. They are generally tenanted not merely by the poor but also the vicious. This close association of the indigent and the depraved elements disintegrates family life. It is ruinous to character.

(2) UNSANITARY CONDITIONS. These are nearly always found in country shacks and city tenements. Unsanitary conditions devitalize

both parents and children. Gloom, smells, noxious gases, the vulgarization of crowded rooms and buildings, react on health and spirits. Life currents ebb and flow generally with the major influences of home conditions.

(3) PHYSICAL AND MENTAL DEPRESSION. A child is physically the product of combined formative influences. One child in every five dies during the first year of life; in slums and tenements, one in three. Bad housing is the enemy of life. The mental development of children is almost equally hindered by bad housing. There is neither stimulus nor chance for the mind to grow when the home is a cellar, a garret, a single unlighted room, or a mere shack in an evil location.

(4) DECENCY AND SELF-RESPECT DESTROYED. The crowded tenements where whole families live, cook, eat, sleep, dress and undress without privacy, often all in a single room, are death to decency. The prime requisite of morals is self-respect. This is impossible where seven to ten people of all ages and both sexes live and sleep in the same room.

(5) MURDER OF MORALITY. Lack of privacy, the crowding of boys and girls even up to their teens in the same beds, kills all sense of morality. Probation officers testify that many street-walking prostitutes come from such overcrowded homes.

(6) MISSPENT ENERGY. The abundant energy of childhood, rightly liberated in wholesome play, results in physical and mental good; but liberated in slum associations it results in evils, petty vices, malicious mischief, and practices that in an adult would be termed crimes. Where there is building congestion or tenement conditions there are no places for normal play, and a large per cent of juvenile court cases come from the children of such environment.

(7) NEED EMPHASIZED. No number of reformative agencies, charities, courts, probation officers, improved forms of government, child hygiene societies, anti-tuberculosis associations, child labor organizations, or even churches, will avail anything to check child-dependency and delinquency if the physical conditions of the home are neglected and we fail to provide for our poor people decent houses and elevating environment.*

7. JUVENILE COURT LAW. The law approved by the governor June 16, 1913, is a marked advance on much previous legislation along this line. The definitions of the different classes affected by the law—neglected, dependent, and delinquent children

*See A Child Welfare Symposium, p. 7. Article by Bernard J. Newman on Housing Conditions and Child Dependency. New York, Russell Sage Foundation, 1915.

—are so complete and pertinent that they are here quoted for the information of Californians and others who may be interested.

Sec. 1. This act shall be known as the "Juvenile court law" and shall apply only to persons under the age of twenty-one years and not now or hereafter inmates of a state institution.

Sec. 2. Within the meaning of this act the words "neglected person" shall include any person:

(1) Whose home by reason of neglect, cruelty or depravity of his parents or either of them, or on the part of his guardian, or on the part of the person in whose care or custody he may be, is an unfit place for such person; or

(2) Whose father is dead or has abandoned his family or is an habitual drunkard, and it appears that such person is destitute of a suitable home, or of adequate means of obtaining an honest living, and is in danger of being brought up to lead an idle and dissolute, or immoral life; or

(3) Who has not the proper care and discipline essential to the welfare of such person, and who is without parent or guardian able or willing to give such care and enforce such discipline; or

(4) Who, being under the age of sixteen years, is found wandering and not having any home or settled place of abode, or any visible means of subsistence; or

(5) Who, being under the age of fifteen years, is in condition of extreme want, and is without parent or other person able and willing to maintain such person; or

(6) Who, being under the age of fifteen years, is found begging, or receiving or gathering alms in any street, road or public place, or who is there for the purpose of so doing, whether actually begging or doing so under pretext of peddling, or selling any article or articles, or singing or playing any musical instrument, or giving any public entertainment in such street, road or public place, or who accompanies or is used in aid of any person so doing.

Sec. 2a. It is hereby provided that no person shall be dealt with under this act as a neglected person who properly can be dealt with under any other law of the State of California now or hereafter in force providing for the placing, care and custody of neglected persons.

Sec. 3. Within the meaning of this act the words "dependent person" shall include any person:

(1) Who has no parent or guardian willing to exercise, or capable of exercising proper paternal control, and for the want of such proper paternal control such person is wayward and addicted to vicious habits,

and is in danger of being brought up to lead an idle and dissolute, or immoral life; or

(2) Who knowingly associates with thieves or other vicious or immoral persons; or

(3) Who is found living or being in any house of prostitution or assignation, knowing at the time that such house is a house of prostitution or assignation; or

(4) Who habitually visits, without parent or guardian, any billiard room or pool room, or any saloon, or place where any spirituous, vinous or malt liquors are sold, bartered or given away; or

(5) Who is incorrigible, that is, who is beyond the control and power of his parents, guardian or custodian by reason of the vicious conduct or nature of said person; or

(6) Who is an habitual truant within the meaning of an act entitled "An act to enforce the educational rights of children and providing penalties for the violation of said act," approved March 24, 1903, and any act or acts amending or superseding the same, and who is not placed in a parental school under the provision of said act, or who being over the age of fifteen years refuses to attend public or private school as directed by his parents, guardian or custodian; or

(7) Who habitually uses intoxicating liquor as a beverage; or, who habitually smokes cigarettes; or, who habitually uses opium, cocaine, morphine or other similar drug, without the direction of a competent physician; or

(8) Who from any cause of personal depravity is in danger of growing up to lead an idle and dissolute, or immoral life.

Sec. 4. Within the meaning of this act the word "delinquent person" shall include any person who violates any law of this state, or any ordinance of any town, city, county, or city and county of this state, defining crime, and which involves moral turpitude.

The provision for jurisdiction under this act is in line with the experience of other states. In Pennsylvania and some other commonwealths the juvenile courts have been at a great disadvantage because there was no settled plan of jurisdiction, and in the large cities there was even a monthly change of judges. The California provision is:

Sec. 5. The superior court in every county of this state shall exercise the jurisdiction conferred by this act, and, while sitting in the exercise of its jurisdiction, shall be known and referred to as the "juvenile court," and is hereinafter so referred to. In counties having more than

one judge of the superior court, the judges of such court shall annually designate one or more of their number whose duty it shall be to hear all cases coming under this act; *provided*, that no judge shall be designated to serve in such capacity for less than one year; and that no judge shall be designated to serve in such capacity who has already or shall hereafter have served for three consecutive years, until an interval of one year has elapsed.

There are carefully arranged sections relating to methods of procedure, probation committees, probation officers, support of wards of the court, and detention homes. The provision for detention homes is mandatory, and necessarily will lead to the speedy establishment of these homes in every county of the state. This important and interesting section is as follows:

Sec. 27. It shall be the duty of the legislative body of every county, or city and county, immediately upon this act becoming effective, to provide and thereafter maintain, at the expense of such county, or city and county, in a location approved by the judge of the juvenile court, a suitable house or place to be known as the "detention home" of said county, or city and county, for the detention of dependent and delinquent persons. Such detention home must not be in, or connected with, any jail or prison, and shall be conducted in all respects as nearly like a home as possible and shall not be deemed to be or treated as a penal institution.*

8. Laws to be Codified. The laws relating to children in California, as in most other states, are chaotic, and in some cases contradictory. The social workers who are obliged to work under them, and especially those who are connected with court proceedings in behalf of children, are often at a loss to know which law applies to the case in hand, or to define the rights and duties of the child or the organization. Some of these obscurities are cleared up in the juvenile court law of 1913, but many others remain. There is a growing feeling over the state that the laws relating to children should be carefully codified into a connected and harmonious system. H. W. Lewis, formerly superintendent of the Children's Home Society of California, said in

* A volume entitled Summary of State Laws Relating to the Dependent Classes, published by the Bureau of the Census, summarizes the laws relating to dependent children, and can be obtained on request from the Department of Commerce, Bureau of the Census, Washington, D. C.

a letter: "I should certainly be in favor of a codification of the laws of California relating to children. They are now in a confused and contradictory state."

The object lesson set by the state of Ohio is cited as an example of what a state can do on this line and how to accomplish it. The Ohio legislature appointed a special commission consisting of three members, appropriated money for their expenses, and gave them a year to study the subject and bring in a report. The commission visited many states, made an exhaustive study of laws, methods of care and conditions relating to dependent, delinquent, and defective children, and upon all this based a children's code for the state of Ohio. The next legislature accepted and enacted the code thus formulated, with only a few unimportant amendments. Other states are expected to follow the lead of Ohio in this matter, and California might well be among the first to do so.

9. WIDOWS' PENSIONS. There are now mothers' pension laws in operation in at least a score of states, and the question is being considered in many others. In 1913 the California legislature amended the law granting state aid to orphan, half-orphan, and abandoned children by adding the following paragraph which constitutes its so-called mothers' pension law:

> *Provided*, that in addition to the amount paid by the state for each half-orphan maintained at home by its mother, the county, city and county, city, or town may pay for the support of such half-orphan an amount equal to the sum paid by the state; *and provided, further*, that in any case where any such half-orphan is denied aid by the county, upon a petition setting forth the facts in full as to the necessity of aid, verified by five reputable citizens of the county, city and county, city, or town, the mother of such child shall have the right of appeal direct to the state board of control for aid for her child, and should her appeal be sustained by said board payment must be made for the child as above provided.*

In effect this authorizes the local authorities to double the sum heretofore available for the care of half-orphan children aided in the homes of parents and relatives. The law was approved May 26, 1913, but as there were numerous formalities connected with its operation, very little application of it was possible until

* Assembly Bill No. 1108, Chap. 323, Sec. 1.

1914, and no definite reports in regard to work done under it are available, except from San Francisco County.

In a pamphlet published in January, 1914, by Margaret C. Nesfield, director of the widows' pension bureau of San Francisco County, are the following historic and descriptive paragraphs:

San Francisco was one of the first cities in the United States to undertake this aid for mothers, as five years before the passage of the Pension Bill, Judge Frank J. Murasky, of the Juvenile Court, appreciating the value of keeping the home intact as far as possible, made use of the Juvenile Court Act to commit dependent children to the care of their needy mothers through the medium of the various child-placing agencies. The Judge's attitude in this matter was made possible by the generosity of the City and County of San Francisco, which probably pays more in proportion to its population than any city in the world for the care and maintenance of its dependent children.

In some of the States the Mothers' Pension Acts provide for the maintaining of children with their mothers not only in case of widows, but also in desertion cases, in cases where there has been no marriage, and in cases where the father is physically incapacitated or in a hospital for the insane or some penal institution; there is also some provision made for dependent children being boarded with relatives. In San Francisco only cases where the father is dead or in one of the State hospitals or penitentiaries are considered by the Pension Bureau. In all other cases where the need of the mother is established, the matter can be taken up through the Dependency Department of the Juvenile Court. This is an immense protection, particularly in cases of desertion, because while there is no injustice done to the children, the State and the City and County are protected from any unnecessary tax. The Juvenile Court has the legal equipment for following up such cases and forcing delinquent fathers or relatives who are in a position to do so to care for such children.

In considering the applications and in following them up the value of having a trained nurse as a visitor is very evident. An immense percentage of the mothers and children must be sent to the various clinics, and these cases are followed up so that the treatment recommended may be carried out. In this way the office works very closely with the Associated Charities, with the Tuberculosis Clinic, and with the various charitable organizations.

In following up the cases the city has been districted, and the visitor has a book with the names and addresses of all the families in each district, together with a list of the schools, the various church organizations,

day homes, playgrounds, settlements and clinics in the neighborhood. This enables the office to co-operate closely with all the organizations for social betterment.

The subsidy system has its dangers, as already suggested, even when state appropriations to private institutions are made only on a per capita basis. Abuses can be prevented only by adequate state supervision. Outdoor relief, which is help given to individuals outside of institutions, may possess even greater faults and hazards, although for certain cases the plan is economical and advantageous. Subsidies are often used to aid political intrigues on a large scale; outdoor relief is as frequently the instrumentality for city and county crookedness, and is used to win votes and gain partisan advantage. In recent years methods of state supervision have so developed that excellent non-partisan and nonsectarian service is now possible, but so far no adequate and satisfactory supervision of outdoor relief has been devised. The so-called "Mothers' Pensions" is a special form of outdoor relief, and it is a serious question whether the present statute provides sufficient safeguards to properly defend communities against extravagance in such service, and to prevent its misuse for political purposes.

As will be seen, the present law is only an incomplete addition to an existing statute. Further legislation is expected. A commission was provided for by the legislature of 1913 to investigate old age and mothers' pensions. The report of this commission will doubtless pave the way to more complete and definite action by the next legislature.

10. Ratio of Workers to Institutional Children. A so-called economy of management, coupled with ignorance of better methods, lowers the standard of service in many institutions. In institutions for special care and training social experts find it necessary that the regular workers average about one to every four inmates if high-class work is to be done. In some cases the ratio may need to be as high as one to three; in others, good service may be rendered with the ratio one to five. In orphanages and children's homes, where ordinary care is given, the ratio required is about one worker to six children. A study of the 153 orphanages and homes of Pennsylvania gave as the average in that state one worker to 6.2 children.

In California the public institutions for children average one worker to every 5.4 inmates. The private institutions, 79 in number, of which four care for delinquents and 75 for dependents, employ an average of one worker to every 8.4 children. A careful study of this matter in the statistical tables, noting individual institutions, groups and classes, and sectional totals, will be of interest, and may lead to desired changes in these ratios.

11. Records of Child Welfare Work. Adequate records of all child-caring work, whether by agencies or institutions, are as essential to modern forms of service as are temperature charts in fever cases. No amount of personal devotion of officers or attendants, or excellence in quality of plant and equipment, can diminish this need. Yet of all neglected matters in the care of dependent children, and failure on the part of the responsible parties to recognize their importance, the slighted and slouchily kept records of the average home or orphanage are preëminent.

All through this inquiry, as it progressed in different parts of the state, the chaotic and unsystematic condition of institutional records was a constant challenge to the visitor's patience, and the lack of uniformity made it almost impossible to obtain equivalent statistics from the different institutions.

As a matter of necessity, if the state is to modernize its work, new and uniform records for the principal statistics, vital and financial, must be required from all child-caring institutions. The statistics of each child should include careful records of the family, everything that can be learned about the child itself, including physical and psychological examinations, measurements and tests, careful statements of all legal measures and relations connected with reception, each action taken while the child is in care, the school and other development while in the institution, and the date, method, and other particulars of final dismissal from care. Forms for such and other necessary records should be adopted by the state authorities. To insure their being properly and constantly kept should be a matter of statutory provision and official supervision. Only thus can the rights and welfare of the children, and the best interests of society at large, be secured and maintained.

12. Standardizing Institutional Care. The standard-

izing of the methods used and the conditions affecting child-helping work in California is greatly needed. Institutions have been founded to meet particular and often limited needs. They have grown up without any vital relationship to one another. They are not connected with the social problems of the state, save as they supply a supposed need of housing and care. The result is an excessive number of variously constituted, unconnected, often competitive, and generally non-co-operative institutions in all parts of the state.

The following points abstracted from a recent article by a leading social worker will indicate some of the requirements of a proper standardization of child-helping institutions:

1. Records, now deficient and imperfectly kept, should be elaborated and systematized.

2. The diet, dining room equipment, clothing, sleeping quarters, and bathing facilities, should be brought up to certain minimum requirements. Indexes of institutional conditions, not conclusive but suggestive, are cost of plant per bed and per capita cost of maintenance.

3. Education in the institutions, where the children can not be related directly to the public school system, should be brought up in standard to that of the public schools.

4. Physical and psychological examinations by experts should be made periodically of all children in charitable institutions. Successive examinations will aid in determining both the quality of care, and possible developments requiring special or medical attention.

5. There should be sufficient trained workers in every institution to adequately supervise all its activities, and enough attendants to perform the institutional work without unduly burdening the children old enough to assist. It should be noted that at present the employes of nearly all institutions are greatly overworked and badly underpaid.

6. The standards of training, physical, mental and moral, to develop the child's individuality and foster its higher life, should be raised and in some measure made uniform throughout the state; but of course without interfering with denominational religious instruction.

7. Each institution should limit its activities to the work for which it is specifically organized, and for which it has arranged its plant and acquired its equipment; and each should enter into cordial and systematic co-operation with other agencies and institutions.*

* See A Child Welfare Symposium, p. 78. Article by Frank D. Witherbee on The Standardization of Institutional Care. New York, Russell Sage Foundation, 1915.

13. STANDARDIZING CHILD-PLACING WORK. The need of well understood and properly enforced standards of both methods and the real work of placing dependent children in families must be apparent. The minimum essentials of the system should be established by the state through its appropriate boards. California already has a statute requiring a license, or certificate of approval, from the state board of charities for all agencies engaging in child-placing work, and the law forbids the placement of children by individuals. Yet in some way evasions of the letter of the law are taking place, and one leading social worker of the state wrote under date of July 14, 1914: "I believe there is more unauthorized, careless, commercial disposal of children in California now than a few years ago. It will require some very vigorous prosecutions to cut off that part of the placement work which is not done with any regard for the rights of the children placed-out."

There is need for more of authoritative action on the part of the state boards, and a more clearly defined basis for their requirements. We suggest as some of the principal essentials of a standard child-placing system the following:

(1) All child-placing in families should be done by approved agencies and institutions which have satisfied a competent state authority that they are worthy and well qualified to do the work, have a reasonable assurance of permanent existence, and pledge themselves to investigate cases, examine and treat children, and give supervision to all who are placed out, in a manner at least equal to the minimum requirements laid down by the state.

(2) Child-placing should not be done by doctors, midwives, or other private individuals; nor by public officers of any kind, save such as are connected with agencies or institutions for child-care, duly approved for such work by the state authorities.

(3) Certificates of approval, renewable annually, should be required of all agencies or institutions actually caring for dependent, delinquent, or defective children, whether or not they ask for aid from public funds, and whether or not they propose to do child-placing work.

(4) The appropriation of public funds to private agencies or institutions for child-care should be absolutely limited to such as are approved and certified by authority of the state, and all state

aid should be granted on the basis of actual service rendered to children found to be proper charges on public funds.

(5) Child-caring agencies should secure adequate information before deciding to relieve parents of the care of their children. Then at least all those for whom aid from public funds is desired should be assigned to the agency or institution by the courts or some other proper public authority.

(6) Every family home considered for the placement of a child should be carefully investigated before approval; and every child placed should be carefully watched over by the child-placing agency to secure its welfare. After-supervision is the real test of quality in placing-out work.

(7) Authority to arrange for the adoption of children or for their permanent relations as members of the family should be given only to approved and certified agencies and institutions.

(8) Small institutions unable to provide special trained agents for child-placing work should ally themselves with approved agencies with special facilities along this line. Such co-operation is already a fact in regard to some of the best institutions in many states, and has proved satisfactory to them and to the agencies, and a great benefit to the children.

(9) Every child-caring agency or institution should be required to keep adequate records of all wards on a definite plan provided by the state. These should include details in regard to the child's family, its former environment, its personal characteristics both physical and mental, its needs, and the action taken in regard to it; the records to be continued as long as the child is in care or under supervision.

14. STATE PROGRAMS. The leaders in present-day social service, looking to the future, ask more than the general co-operation of unrelated organizations. They call for the ultimate coördination of welfare agencies and institutions into related systems. Whether the management be public or private, and the support by taxation of all the people or the generous donations of individuals, the day is anticipated when all welfare work will be classified according to kinds, systematically arranged in groups, and administered according to approved principles of efficiency and economy.

This ultimate coördination into efficient and economical

systems can be accomplished only by the adoption of definite state programs in which the needs of all the dependent classes are given adequate consideration, and existing agencies and institutions accept limited responsibilities. Leaders in welfare work should study the present situation, forecast the future, and plan out a campaign of social service for a decade or a generation. Then this program should be freely published and kept constantly before the people, who thus will become partners in the advance movement. As the years pass minor changes will be necessary and only a part of the original plan will be consummated. But the welfare workers and the public will have had a frank understanding to promote co-operation, the stimulus of a splendid ideal, and a definite goal for their efforts.

In a limited but very practical way W. Almont Gates, former secretary of the state board of charities, outlined at the National Conference of Charities and Correction, 1913, the present California system or state program for the care of dependent children. It should be realized that the machinery for the accomplishment of this program is as yet imperfect, the appropriations inadequate for its official direction, and that it is but partially progressing under present conditions. His outline in substance is as follows:

1. Complete supervision by the State Board of Charities of all institutions and agencies engaged in caring for or handling dependent children; with three children's agents working under the direction of the Board of Control.

2. The preservation of family ties and the maintenance of the child in the home of its living parents or relatives, unless by a judgment of court they are declared to be immoral, cruel, or unfit.

3. Temporary care of children in institutions when essential to tide over an emergency or reestablish a broken home; with state aid given on a per capita basis.

4. The placing in approved family homes of all children whose natural home for any cause has failed and can not be restored.

5. By moral and legal suasion compelling all responsible parents to meet their parental obligations.

6. Adequate aid for all dependent children, and such supervision as will secure to them the care, education, and training which is the natural birthright of every child.

7. A license or certificate of approval, renewable annually, to be issued after due examination to worthy agencies and institutions by the State Board of Charities.

8. Citizens and officials to wage a constant campaign to lessen the causes of dependency and delinquency.

To successfully carry out this program would require the constant and intelligent aid of a greatly reinforced state supervisory agency, and largely increased appropriations for office and field workers. This work should be entirely removed from the domain of politics, and merit and fitness rather than party pull govern all selections for service.

15. SUPERVISION OF CHILD WELFARE WORK. The matter of adequate state supervision of child-helping agencies and institutions is far more important than is generally recognized. There is nothing that will more truly improve the quality and lead to the standardization of child-caring work than strictly nonsectarian and non-partisan state supervision. If tactfully conducted under statutory authority, it will greatly stimulate advance on all lines.

Scientific and intensified supervision can not be given by a small force under dubious authority. It is not enough to have an agent or inspector call for an hour once a year, generally giving notice in advance of his coming, so that the institution may be in trim to receive him. More frequent and occasionally lengthy visits at unexpected times, by a trained social worker vested with something of authority, are a necessity to proper supervision of dependent children and the institutions in which they dwell.

Every group of institutions covered by this study, whether Jewish, Catholic, or Protestant, would be greatly benefited by such visitation. To enforce the mandatory requirements of the law would not be its main purpose, but to extend the hand of friendship, and to give wise counsel and co-operation. The tried and puzzled executive, wrestling in twilight with problems of finance and administration, would find the social expert sent as a representative of the commonwealth a guide into the full day of clear thinking and right action. There is an immense field for the work of non-political state visitors, selected on the basis of social

and scientific training, and representing both the authority of the state and the best modern ideas and methods.

The right and duty of such governmental supervision of both public and private charities is now almost universally conceded. The main difficulties at present are first to arrange a satisfactory plan of supervision; second, to secure sufficient legislative appropriations to make the work a success. Systems of supervision are many, and all have their imperfections. In fact, the only perfect systems are theoretical, and even then only perfect to their authors and advocates.

The present system of state supervision of child-helping agencies and institutions in California has two divisions. The first is found in the authorization of the state board of charities and corrections to inspect and investigate private orphanages and children's homes receiving state aid, and to inspect and license agencies for the placing-out of children in families. The second is a provision in the law of 1913 relating to the support of orphans, half-orphans, and abandoned children, which reads as follows:

> To carry out the provisions of this act, the state board of control may appoint three children's agents who shall, under the rules of said board, visit the homes and the institutions in which are children to whom state aid is being given or for whom aid is being asked, to obtain such information as the board may need in carrying out the provisions of this chapter.*

It is plain from the foregoing that state supervision of child welfare work in California is limited both in its extent and its purpose. It does not reach all the agencies and institutions and is not expected to be scientific, systematic, or comprehensive. Its central object is to inquire concerning institutional conditions, with power to refuse state aid if the official visitors are not satisfied that the children served will have reasonable accommodations and treatment. This is as far from the proper ideal of state supervision as twilight is from full day.

It is not a criticism of the efforts of those now responsible for the work of supervision to mention its present limitations. Great credit is due the boards and their agents for excellent service

*Assembly Bill No. 1108, Chap. 323, Sec. 3.

under special difficulties. The spirit and supervisory work of the state board of charities and corrections are well brought out in the following extract from a communication by its secretary, Stuart A. Queen, under date of August 20, 1915:

> In answer to your question as to whether or not the added supervisory powers given to the State Board of Charities, with the three agents of the State Board of Control, have accomplished any material change in the standards of children's institutions, I think we may with all modesty claim that we are accomplishing something along that line. We have had an entirely inadequate staff and insufficient appropriation, but we feel that we are slowly making headway. Some time ago the State Board of Charities refused a license to a large institution for children, and just recently the State Board of Control has withdrawn state aid. Since the passage of the law giving the State Board of Charities jurisdiction over children's institutions, we have closed a number of unsatisfactory places. At the same time we have been trying to do constructive work in the way of establishing a standard and prodding the institutions into living up to it. Your experience in this work will tell you how slowly this sort of constructive work progresses. The last legislature doubled our appropriation so that we now have $20,000 a year, and this has enabled us to add to our staff. By the end of this year we hope to have three full-time workers in our children's department. This will cover the work of inspection and supervision of all institutions caring for children under twelve years, including family boarding homes for children, all child-placing societies, and maternity institutions.

One other objection to the present plan is that it is not homogeneous. Part of the work now done is under the authority and direction of the state board of charities and part under the state board of control. There should be comprehensive supervision by trained agents, under a single board of authority and reaching every kind of organization related to child welfare.

It is therefore urged that some definite plan for adequate supervision be adopted. It might be the enlargement of the powers and scope of the state board of charities and corrections, creating under its authority a department of state supervision of child-helping agencies and institutions; or a bureau of supervision under the management of the board of control, which now has its three agents for supervisory service; or a distinct state department

might be created for the supervision of all public and private child welfare work.

But however named or related, the essential thing is that California should have a thorough nonsectarian and non-partizan system of state supervision, reaching every child-helping agency and institution, enforcing legal mandates, teaching modern methods, elevating ideals, arranging co-operative service, and generally improving the quality of work done for the dependent children of the state.

16. FINAL WORDS. It may confidently be stated that the people of California will not be content to lag behind any other state in the Union in their methods of child-helping. Her institutional work will be improved and brought abreast of the highest standards. Her child-placing agencies will utilize the best methods, employ only high class agents, investigate and supervise foster homes with care and system, and in general do work that will be above criticism. The state will inspect and supervise every organization and institution caring for dependent children, insist on high grade work as a prerequisite to approval, and limit the number of dependents by a weeding out of all who do not properly and necessarily belong to this class.

In the past there has been a great deal of imposition on the authorities by unworthy people, many children cared for by public funds whose parents should have borne the burden themselves, and much evasion of the spirit of what were intended for good laws in order to favor parties who should have been compelled to yield their original rights as parents or care for their own children. At present there are definite movements toward better methods and conditions and the reduction of such abuses to the minimum. The leaven of betterment is working in all parts of the state.

The child-helping situation in California is today brighter than in many of the older states and full of promise of better things to come. Speed the day when the ultimate social message shall have reached all ears; when the chief work of reform shall have resulted in livable conditions for the whole population; and when the chief work of religion shall have made the moral atmosphere of her people as salutary as the ocean-purified air of the Golden State.

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